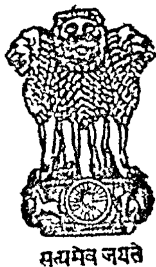
Honestly theirs, but this poor waif and stray
According to the words, each cheated each,
But in the inexpressive barter of thoughts,
Each did give and did take the thing designed,
The rank on this side and the cash on that—
Attained the object of the traffic, so
The way of the world, the daily bargain struck
In the first market! Why sells Jack his ware?
"For the sake of serving an old customer"
Why does Jill buy it? "Simply not to break
A custom, pass the old stall the first time"
Why, you know where the gist is of the exchange
Each sees a profit, throws the fine words in
Don't be too hard o' the pair! Had each pretence
Been simultaneously discovered, stripped
The ... off the body o' the transaction, just
... en a cook ... will Excellency forgive?
I' the n... way those long loose superfluous ...
And marrie... side the crayfish, leaving folk
But that sort ... neat henceforth, no garnishry,
Throws back ... nect, Prince!)—balance had hearth.
The family instinct ... he other,—so, starting
To the Church,—the ... helps
... of wrong returned by
A second son and suc...
Established here at Ro... ust and parry, at least
Who played the regul... al terms But, as it Abate,
Made friends, owned ... vantage, saw the cheat came of use
To a personage his ... and kept its own con-
The youngest caugh... e first discovery fell, be-
And, though unflec...
... i' the cage, ... at and self-possessed o' the
Yet he shot up t...
Clung to the h... Pietro and his wife saw first hope
... was penniless, and screamed
Even our Gui... ted!"
As far i' the ...
... seemed ... Such unprofitable noise
He being H... all times, but when those who ... ue,
So, could ... om inside your own house and
And test... ome,
His top ... hich yourself have closed the cur-
But ma... in round,
Though ... oes too near the brain and makes ... ou mad
At Rom... ats say, Guido used the candle flame
... —worsened that first bad of his,
By fo... a... use of all kind of cruelty

To oust them and suppress t... whine,—
That speedily he so scared and ...
Fain were they, long before ... were out,
To beg him grant, from what ... their wealth,
Just so much as would help th... Rome
Where, when they had finished ... last doit
O' the dowry, they might beg fr... door
So say the Comparini—as if it ...
In pure resentment for this wor...
That then Violante, feeling cons...
Confessed her substitution of th...
Whence all the harm came,—and ... first
Bethought him of advantage to ...
I' the deed, as part revenge, part ...
For all miscalculation in the p...

On the other hand "Not so!" ... torts—
"I am the wronged, solely, from ...
"Who gave the dignity I engage ...
"Which was, is, cannot but co...
"My being poor was a bye-circ...
"Miscalculated piece of untow...
"Might end to-morrow did he... dows ope,
"Or uncle die and leave me his ...
"You should have put up with ... flaw,
"Getting the main prize of th... wealth,
"Not rank, had been prime ob... thoughts,
"Why not have taken the butche... boy
"O' the baker or candlestick-m... the rest,
"It was yourselves broke c... played false,
"And made a life in common ...
"Show me the stipulation of o...
"That you should make your ... ing inside
"My house, to hustle and ede... the same
"First make a laughing-stock ... me,
"Then round us in the ears fr... night
"(Because we show wry fa... mirth)
"That you are robbed, starved ... what not!



PROCEEDINGS
OF THE
HIGHER MANAGEMENT SEMINAR
ON
PERSONNEL ADMINISTRATION

[29th Sept.-1st Oct , 1969]

HARISH CHANDRA MATHUR
STATE INSTITUTE OF PUBLIC ADMINISTRATION
JAIPUR-4

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FOREWORD

The first Higher Management Seminar was held in the Harishchandra Mathur State Institute of Public Administration from September 29 to October 1, 1969 The topic of the seminar was Personnel Administration with specific attention being given to the personnel problems in the State of Rajasthan. Senior officers of Government including Heads of Departments and Secretaries to Government participated in the three day session. Shri Y.B. Chavan, the Union Home Minister, inaugurated the seminar and Shri Mohan Lal Sukhadia, Chief Minister of Rajasthan, presided.

In order to provide the seminar with a precise and applicable focus, the problems of Personnel Administration were interpreted within the context of administration in Rajasthan, with emphasis being given to the following aspects of the problem:—

1. Manpower Planning,
2. Recruitment,
3 Placement,
4. Promotions,
5. Performance Appraisal and
6. Training.

The first session, which was chaired by Shri Mathura Das Mathur, Finance and Planning Minister of Rajasthan, dealt with the broad problems of personnel administration in the State; and on the basis of statements made by various resource persons and technical experts, the major issues of the problem were delineated. Subsequent to this, the seminar functioned as six separate working groups which met in four sessions to discuss in depth the particular area of the problem assigned to them. Resource persons assisted the working groups; although the primary resource to the group were its own members.

Each of the six groups produced reports containing an analysis of the problem and proposed recommendations for modification or reform of the existing system At the concluding session presided over by Shri B Mehta, Chairman of the Rajasthan State Industrial and Mineral Development Corporation, the reports were submitted to the full seminar and final recommendations were proposed.

The conclusions of the Seminar are contained herein and embody the consensus of the participants. The recommendations are now being processed by the concerned departments of the Government

This initial effort to involve senior officers of the Government as a source of knowledge to the Government about its personnel operations was significant The assumption behind the organization of the Seminar was the belief that personnel practices must be constantly improved in the interest of a responsive and efficient government and that those officers who have had vast experience in critical Government roles should have an opportunity to assess the system with which they have intimate knowledge and which profoundly affects them.

I trust that these recommendations will demonstrate the validity of using experienced public servants of the State as a catalyst for administrative reform. I am also confident that the decisions taken by the Government on these recommendations will have a far reaching impact on the working of our personnel system and will "pave the way for further reform" as anticipated by the Chief Minister in his opening address.

The proceedings of the Seminar are being published, hoping that they will be of interest to all those who are concerned with the study and practice of public administration, especially as viewed from the perspective of the seasoned practitioner.

RAM SINGH,

Principal.

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situated within the system and who can thus convincingly articulate its strengths and limitations. Although immeasurably assisted by outside experts from the field of personnel administration, the collective knowledge and insights of the seasoned administrators of this State will be the basic resource upon which this Seminar will rely Considerable effort has been made to secure ideas, suggestions, and information from these officers in advance, and the work of this body should be to translate the experiences and concerns which have been expressed into well-conceived, realistic recommendations.

Although there is a logical interconnection among the various facets of a personnel system, for purposes of covering a large body of information carefully in a relatively short period of time, the Seminar will consist of six groups discussing concurrently the issues of (1) Manpower Planning, (2) Recruitment, (3) Placement, (4) Promotions, (5) Performance Appraisal, and (6) Training However, effort will be made to synthesize the discussions and recommendations into a coherent statement which will be presented to the Government for its consideration.

MAIN RECOMMENDATIONS AND CONCLUSIONS

MAN POWER PLANNING

The work group on manpower planning submitted to the Seminar recommendations which related to various aspects of a personnel system, for issues relating to manpower planning invariably touch such aspects of personnel as recruitment, placement, and promotions. However, since specific recommendations which conform generally to those made by the group dealing with manpower were also made by groups having a specific charge to consider related aspects of personnel, the final report includes only those recommendations which are limited to the operations of the Manpower Directorate.

2 Keeping in view the importance of manpower planning in a sound system of personnel and giving special attention to the requirements of the State in this field, the Seminar made the following recommendations.—

(1) It was agreed that the scope of the responsibility of the Directorate of Manpower should be enlarged. The Directorate should not confine itself to the quantitative estimation of the requirements of the technical and professional personnel in Government but should include such activities as :

(a) systematic studies of personnel requirements of the various departments of Government giving special attention to the skills required at various levels,

(b) studies dealing with the potential utilization of graduates of various technical and professional institutions along the lines of those already being conducted by the Directorate with respect to Medical and Veterinary colleges.

(2) Machinery should be established in each major department to give attention to the manpower requirements of the department This machinery should take the form of a manpower cell which would maintain close liaison with the Manpower Directorate. The Directorate would function as a catalytic agent in stimulating studies of various aspects of the manpower problems of importance to the concerned department and, where necessary, provide technical assistance to the cell in designing and carrying out such studies

(3) More refined and comprehensive methods must be employed in conducting studies and making projections of the State's manpower requirements. The following factors should be considered in undertaking such studies:

(a) the total manpower requirements of the State with recognition being given to the private as well as the public sectors. The Government's manpower needs must be juxtaposed against those of an expanding private and public sector and anticipated manpower requirements for the Government must realistically assess competing demands being made upon the State's manpower resources and the ability of the Government to secure an essential allocation of these resources,

(b) the problem of unemployment of professionally trained and technical personnel and, to the extent consistent with development and growth activities of the State, the possibility of preparing plans and schemes which are employment oriented,

(c) the categories of manpower which will be required on a national basis and the capacity of the State to secure its necessary quota of manpower in terms of all-India needs.

(4) Improved coordination between colleges, universities, and the various consumers of their graduates is required.

Effective coordination would necessitate.

(a) the establishment of machinery to ensure co-ordination between employers and Universities and professional training institutions with a view to provide training and education in accordance with the manpower needs of the civil service and the public and private sectors,

(b) a review of the courses and curricula of Universities in terms of the personnel requirements of the Government with special attention being given to producing a more relevant and practical educational experience so that entrants into the Government are better equipped to discharge their duties.

(5) Maximum emphasis needs to be given to training so that even those services which do not insist upon pre-entry professional or technical qualifications can provide their recruits with appropriate specialized courses.

(6) The Government must respond to the urgent and immediate need to evolve a system of career planning for Government employees so that they are maximally utilized, are prepared for higher responsibilities, and developed and trained within the context of the technical and administrative responsibilities of the Government. This task should be assumed by the Appointments Department in consultation with the concerned administrative departments. Every effort must be made to overcome the virtual absence of both proper cadre and career planning in the services.

RECRUITMENT

The Seminar agreed with the concept that a sound system of recruitment is *sine qua non* for an efficient personnel administration. It generally endorsed the recommendations made by the working group The main recommendations of the Seminar are:

1. For direct recruitment the method of written competitive examination followed by *viva voce* test should be the general rule.

2 At present recruitment to technical service is done through a simple process of interview by the Public Service Commission. In view of the large turn out of technical personnel and in view of the fact that standard of training and education vary from institution to institution, it is considered necessary that for technical services the present system should be replaced by more scientific and objective system in the form of a written competitive examination followed by a *viva voce* test.

3. For certain services when performance in the academic field is the main criterion or where the cadre is too small and most of the posts are filled by promotion, the recruitment should be done on the

basis of interview as present The services falling in this category are·—

1 Rajasthan Archaeology and Museum Service
2 Rajasthan Ayurvedic Service.
3 Rajasthan Circuit House Service
4. Rajasthan Education Service (Collegiate and General Branches).
5 Rajasthan Horticulture Service
6 Rajasthan Medical & Health Service (including Collegiate Branch)
7 Rajasthan Mines & Geological Service.
8. Rajasthan Motor Garage Service
9. Rajasthan Oriental Research Institute Service.
10 Rajasthan Government Presses Service
11 Rajasthan Sanskrit Education Service
12. Rajasthan Town Planning Service.
13 Rajasthan Higher Judicial Service.
14. Rajasthan Agriculture Service (Research Wing only).

4 For purpose of recruitment the services may be broadly grouped as —

1 Generalist,
2. Generalist-cum-Specialists, and
3 Technical.

5 (1) *Generalist Services* —Rajasthan Administrative Service, Rajasthan Police Service, Rajasthan Co-operative Service, Rajasthan Employment Exchange Service, Rajasthan Jail Service, come within the category of generalist services Recruitment to these services should be made through a common competitive examination followed by a *viva voce* test. For R.A S and R P.S. *viva voce* test should include group discussion in which tact, patience, quality of leadership and ability to express ideas should be judged.

6 (2) *Generalist-cum-Specialists* —The following services may be included in this category:—

1 Rajasthan Accounts Service,
2 Rajasthan State Insurance Service,
3 Rajasthan Public Relations Service,

4. Rajasthan Statistical Service,
5. Rajasthan Labour Welfare Service, and
6 Rajasthan Commercial Taxes Service.

In these services the subjects studied in the University would have some relevance The recruitment to these services along with the generalist services should be through a combined competitive examination, but the candidates should be required to take certain specified optional papers selected from the papers mentioned below:

Name of the service 1	Optional papers 2
1. Rajasthan Accounts Service	Two out of— (a) Economics I (b) Economics II (c) Auditing and Accountancy (d) Commerce
2. Rajasthan State Insurance Service	Two out of— (a) EconomicsI (b) Economics II (c) Auditing & Accountancy (d) Commerce
3. Rajasthan Public Relations Service	Journalism and two out of— (a) Sanskrit (b) Urdu (c) Persian, and (d) English.
4. Rajasthan Statistical Service	Two out of— (a) Economics I (b) Economics II (c) Statistics (d) Commerce (e) Pure Mathematics, and (f) Applied Mathematics.
5. Rajasthan Labour Welfare Service	Labour Laws and Two out of— (a) Economics I (b) Economics II (c) Law (d) Sociology, and (e) Psychology.
6. Proposed Rajasthan Commercial Taxes Service	Two out of— (a) Auditing and Accountancy (b) Commerce, and (c) Law.

7. (3) *Technical*—(i) In this category of services subjects of study have direct relevance to the job requirements Entry to the following services should be through a competitive examination followed by *viva voce* test

1. Rajasthan Service of Engineers (B&R)
2. Rajasthan Service of Engineers (Irrigation)
3. Rajasthan Service of Engineers (Public Health)
4. Rajasthan Agriculture Service (excluding Research Wing)
5. Rajasthan Animal Husbandry Service
6. Rajasthan Service of Inspectors of Factories and Boilers
7. Rajasthan Industries Service (for specified senior posts)

(ii) A combined competitive examination should be conducted for all the three Engineering Services with a specified optional subject for each service

(iii) Recruitment to the following services may be continued to be made through *viva voce* test as at present —

1. Rajasthan Medical and Health Service
2. Rajasthan Medical Service (Collegiate Branch)
3. Rajasthan Mines and Geological Service
4. Rajasthan Motor Garage Service
5. Rajasthan Government Presses Service

8 *Syllabus*—A suitable syllabus should be designed for the written examination to these services, keeping in view the requirements of the job

9 *Optional Subjects*—To enable persons from various disciplines to compete for the generalist services, it is suggested that the following subjects be added to the list of optional subjects.—

(i) Engineering subjects

(ii) Diploma in journalism

(iii) Labour Laws.

(iv) Indian Constitution and Law and Indian Administration in place of Indian Constitutional History and Law.

(v) Public Administration

10 *Compulsory Subjects*—Since Hindi is the regional language and is the medium of instruction even at the University, the persons taking instruction through the Hindi medium are likely to be at a disadvantage compared to persons educated through English medium It is, therefore, recommended that for State and subordinate services the paper on English Essay be replaced by a paper on Essay to be written in English or Hindi at the option of the candidate

11. *Subordinate Services.*—For recruitment to Subordinate Services, the principles and changes recommended above should be applied *mutatis mutandis.*

12 *Ministerial Services*—In the Secretariat, direct recruitment is done at the level of L.D.Cs and U.D.Cs. To improve the standard of Secretariat Ministerial Service, direct recruitment should be made at the level of Assistants in place of U.D.Cs.

13. *Jurisdiction of Rajasthan Public Service Commission*—(A) It is recommended that there should be an immediate review of the lists of posts that have been taken out of the purview of Rajasthan Public Service Commission It is recommended that:

(i) Non-technical posts for which the minimum qualification prescribed is Graduation should be filled as a result of the combined competitive examination

This question may be further examined by a Committee consisting of representatives from the P.S.C., Appointments Department and Finance Department which may also consider whether the recruitment to each of the services may be made by a combined competitive examination for technical and non-technical services.

(ii) Technical posts in the Directorate of Technical Education should be filled through the Public Service Commission

(iii) After 10-1-70, recruitment to the post of Civil Assistant Surgeon should be made through the Commission

(iv) The list of posts of Mechanical staff—both gazetted and non-gazetted—required for Rajasthan Canal Project should be reviewed and posts, for which specialised experience is not required, should be filled through Public Service Commission

(v) Post of Commandant, Border and Home Guards may now be filled through Public Service Commission.

(vi) All appointments on contract or re-employment on cadre posts should be made in consultation with the P S.C. if the appointment is for a period exceeding 2 years.

(B) The following posts may, however, continue to remain out of the purview of the Public Service Commission:

(1) Appointments made by the Chief Justice of the High Court under clause (1) of Article 229 of the Constitution of India.

(2) Appointment of a member of any service to an isolated post which can be filled only by members of specified services while retaining lien on posts of particular status in the present service

(3) Officiating appointments to a post borne on State cadre of I A S /I P S

(4) Appointment of an officer of the I.A S /I P S to non-cadre post declared equivalent to a post borne on the cadre of the service to which such officer belongs

(5) Appointment made by an authority other than the Government against 12½% of the number of vacancies which occurred in subordinate services from 1-1-59 to 30-6-61 but were not filled up from amongst candidates belonging to scheduled castes/tribes

(6) Post of Assistant Secretary of Vigilance Commission from the cadre of R A S, R Sec S or from officers of the Rajasthan High Court.

(7) Posts of Private Secretary to Ministers and Deputy Ministers.

(8) Following posts in the Medical & Health Department for the duration of the Fourth Five Year Plan:—

1. Public Analyst.
2. Assistant Health Officer.
3. Matron Grade I.
4. Matron Grade II.
5. Assistant Matron.

(9) Deputation of an officer of the R.A.S. and R S.S. to administrative posts

(C) In all cases, where posts are withdrawn from the purview of the Rajasthan Public Service Commission by the Governor in pursuance of the provisions of R P.S C. (Limitation of Functions) Regulation, 1951, the Commission must be consulted.

(D) For recruitment in autonomous and semi-autonomous organizations, it is recommended that posts carrying emoluments of Rs 700/- and above should be filled by associating the Commission.

(E) The Service rules of the autonomous and semi-autonomous Boards should be finalised in consultation with the P S. C.

14 *Recruitment to Ministerial Services.*—(1) Posts of U.D.C. and Accountants should be filled through the Commission.

(2) Posts of L D Cs. need not be filled through the Commission, but a written test should be conducted by the appointing authority on the standard lines to be prescribed by the Commission.

(3) Nature of work being different, there should be no interchangeability in the Ministerial staff of the Secretariat and Subordinate offices.

(4) Qualification prescribed for appointment to the post of L D C. should remain unchanged.

15 *Class IV Services.*—The working group did not recommend any educational qualification for Class IV servants. But the consensus in the Seminar was that with the changing trends, it is necessary to prescribe some educational qualifications for the Class IV Services as well

16. *Age of Recruitment*—(a) It is recommended that for the posts where the minimum educational qualification is matriculation, the age limit should be 16 to 21 years, for Graduates 19 to 25 and for Post-Graduates 21 to 26.

(b) The restrictions regarding not counting service under the age of 18 for purposes of pension should be removed.

17 *Lateral Entry*—In technical services, persons possessing higher technical qualifications and experience are not able to join Government service due to age limits prescribed for entry into Government service and also due to recruitment at the lowest stage of the service. In recent times there have been great advances in science and technology. To attract persons with higher qualifications and talent, provision should be made for direct recruitment at higher levels, i e on posts with a starting salary of Rs 700/- or more. 20% of such posts should be filled by direct recruitment.

PLACEMENT

1. The Seminar broadly endorsed the report of the working group on Placement. The main recommendations of the Seminar are:—

Cadre System

2 The seminar considered the recommendations of the Working Group and recommended the following steps for evolving a proper placement system.

(a) Initial entry into the cadre should be secured by means of open recruitment and also by promotion from the subordinate services in suitable proportion

(b) Initial period of the service of approximately 6 to 8 years should be spent on jobs of generalized nature and then efforts should be made towards specialization.

(c) Before postings to the specialized jobs there should be proper arrangements for training

(d) The higher posts within the department should also be available to incumbents holding specialised jobs.

(e) Lateral entry which permits direct recruitment from outside the Government and provides for placement and status within the Government commensurate to the level of responsibility to be performed, should be resorted to in instances where required talent or competence is not available within the Department.

Career Development

3 In the opinion of the Seminar a proper policy of career development is key to the successful functioning of the Personnel System To achieve this object the following system was proposed:—

(a) A Central Performance Evaluation and Career Development Unit should be established in the Appointments Department.

(b) Every Head of the Department should also have such cells to be guided by the Central Unit of the Government.

(c) Every department of the Government must relate its placement policy with job—requirements.

(d) The Central Unit at the Secretariat level should watch the implementation of the placement and career development policy at the departmental level and submit an annual report to the Cabinet indicating the progress of implementation of Government policy at the State and departmental levels.

Transfer

4. A considerable concern over the situation presently obtaining in the matter of transfers was expressed. It was observed that merely by specifying certain regulations and checks, an objective system of transfers cannot be ensured unless it is backed by desire to implement it faithfully It was felt that frequent and adhoc transfers not only demoralise the staff and cause them serious personal problems but also lead to disruption in administrative discipline by promoting the persons concerned to bring pressures of all kinds for or against transfers The Seminar, therefore, recommends that it is crucial to discipline as well as efficiency that the Government and Heads of Departments adhere strictly to the prescribed policy on transfers. With this statement, it was reiterated that :

(a) Officers belonging to State/Subordinate services should not normally be posted in their home district. Even where exceptions are made, such exceptions should not be made for functionaries who have public dealings of any kind.

(b) Very often transfer orders once issued are cancelled or modified. This practice reduces the sanctity of Government orders and breeds indiscipline among the services and gives rise to other unhealthy trends and, therefore, such practices should be avoided

(c) After an initial period of 6 to 8 years service, a conscious process of career development should be undertaken by grooming officers for specialisations. Within these specializations a person should be allowed to stay at a place from 3 to 5 years.

(d) There are some areas in the State which are considered inconvenient or difficult and there is a tendency to avoid postings to such areas. To regulate postings of officers to such areas, the State may be divided into 3 parts for the regulation of transfers as (1) good (2) average and (3) difficult. With a view to providing equal opportunities and minimizing discontent among the service every member of the service during the course of first eight years of his career should be posted for a period of 2 years in difficult areas and for the remaining period by rotation in other areas.

Manning the Senior Posts

5. The Seminar considered various alternatives discussed in the working group report in the light of A.R.C recommendations for manning senior posts It was felt that the controversy between the specialists and the generalists stemmed from the lack of proper demarcation of roles in the functional departments and the Secretariat. The Secretariat seems to have taken upon certain functions which could best be delegated to the functional departments. This difficulty could be corrected by a redefinition of functions along the following lines:

(1) The Secretariat should, in fact, confine itself to policy formulation and coordination, the approval of schemes, allocation of resources and determination of priorities among various schemes, setting of specific objectives and targets for

the departments and appraising performance in the context of accepted policies and programmes. This would call for delegation by the Secretariat to the Departments those powers which do not lie within the scope of the above functions of the Secretariat.

(2) The existing scope of powers given to each administrative department in the Secretariat should be examined in detail, with a view to delegating all those powers which lie outside the scope of the Secretariat to the Heads of the Departments This would relieve the Secretariat of routine burdens and enable the Secretariat officers to give greater thought and time to policy formulation and performance appraisal This would also remove the causes of tension between the Secretariat and the Departmental Heads, as it will eliminate their dependence on the Secretariat for purely routine and administrative matters.

(3) The Seminar was of the view that comparatively junior persons should not be posted as Secretaries.

6 The Seminar endorsed the recommendations made by the working group that the process should be started for job analysis on scientific basis for each post of Deputy Secretary and above in the Secretariat as well as for analogous posts outside the Secretariat The objective should be to determine whether these posts should remain as encadred in a particular service or be thrown open to the members of other services.

PROMOTION

(1) The Seminar considered the recommendations made by the working group and agreed with its recommendations that a proper promotion policy should be complemented by a sound system of recruitment, training, and placement The major criticism of the present system of promotions is that undue, if not exclusive, weightage is given to seniority. The Seminar felt that such emphasis is not conducive to the most productive and efficient performance of employees and that a system which assigns greater importance to merit would permit the Government to secure the best qualified persons for positions. Moreover, a more merit oriented system would encourage employees to demonstrate their competence in anticipation of having such competence count towards advancement in the Services

(2) It was generally agreed that a sound system of promotions should be developed with the following objectives in view:—

(a) to maintain a high level of morale with the service through a system of advancement which would motivate employees to be maximally productive,

(b) to permit the career potential of an employee to be realized by placements and advancements appropriate to his ability and consistent with the availability of positions.

(c) to allow the Government to have at its disposal the most qualified persons for positions, especially at higher levels, where technical and administrative competence of the highest order is essential if the Government is to accomplish its programmes.

(3) Keeping in mind the above objectives, the following recommendations were made

1. A system for assessing performance should be evolved which is objective and impartial and which contains questions and solicits information which would clearly indicate the specific skills and aptitudes of the employee Such a system would be required if merits were to be a governing factor in making promotions.

2 To support the above recommendation, the existing form of the Confidential Report should be suitably amended along the lines suggested by the Seminar's report on Performance Appraisal Such amendments would produce a form which, if used properly, could place before a promotion committee a sufficient body of information upon which to make a judgment about an employee's qualifications and potential for higher responsibility

3. Separate forms should be prescribed for different posts and services taking into account the job requirements appropriate to these services.

4. For the purpose of assessment for promotion, the present practice of marking should be discarded and a procedure evolved for using the entire service record of the employee as a means for deciding his suitability for a new assignment The tendency to rely upon numerical scores based solely upon Confidential Reports is of limited validity in judging competence, especially when the career history of the employee is available for review and evaluation.

5 Promotions from junior posts to the next higher post within the service should be based upon seniority with consideration given to merit in instances where a clear case of incompetence would disqualify a person for advancement It was generally felt that in such instances, the tenure of the employee could be a decisive factor in his advance-

ment because the nature of the work in the new position would not be substantially different from the former position and that experience resulting from service would, therefore, be a valid basis for making promotion.

6. All promotions beyond the next senior post with the service should be made on the basis of merit with due emphasis being given to seniority Since seniority can be interpreted to mean experience within the Government, it can be regarded as an aspect of merit but should receive attention as only one of several aspects of merit. The Seminar felt that promotion to Selection scale posts in the State and Regional level posts in State services and promotions from subordinate/ministerial posts to the State services should be governed by the principle of merit. Such promotions involve movement into a substantially higher and different area of service, and thus the test for advancement should be competence and demonstrated potential for effective performance

7. In the interest of objectivity and impartiality, promotions should be done through the Departmental Promotion Committee. In case of State services, the committee should consist of Head of the Department, Secretary of the Administrative Department, a representative of the Appointments Department and a member of the State Public Service Commission The Service Rules provide for constitution of such a committee Wherever such committees have not been provided, rules should be amended to provide for such a committee.

8. For promotion in the State Services and from the Subordinate/Ministerial to the State Services, the Public Service Commission should be initially associated However, once the P.S.C. has made its initial contribution to the selection of suitable candidates, no further reference should be made to the P S C.

9. A system should be developed for eliminating inefficient and incompetent members of the services The Seminar recommended screening of persons on a systematic basis after intervals of 10, 15, and 20 years of service instead of the present system of screening only after completion of 25 years of service, or upon reaching 50 years of age All persons with consistently poor records of service should be compulsorily retired in the public interest. To implement this policy, suitable amendment in the rules should be made.

10. The Seminar endorsed the principle as embodied in the report on Recruitment that a reasonable balance between providing adequate opportunities to inservice employees and those from outside the service who could make a significant contribution to the Government should be observed The present system needs to be modified so that fresh entrants can be brought into the services at various levels

11 Delays in making regular promotions should be avoided and effective steps should be taken to prepare seniority lists and to convene meetings of the departmental promotion committees in sufficient time to minimize delay This measure could eliminate demoralization and other complications resulting from the delays in making promotions which frequently occur.

PERFORMANCE APPRAISAL

1. The Seminar, while accepting the absolute need for evaluation of all Government employees, agreed that the present system of performance evaluation and the forms and procedures for evaluation were quite defective. The major defects identified were:

(1) the factors included in the forms do not relate directly to job performance and do not require information specifically relevant to the requirements of the employee's position,

(2) the adjectives used to evaluate an employee lack precise and standardized meanings and are, therefore, neither helpful nor objective in making an assessment of an employee,

(3) practices customarily observed in evaluating an employee are not conducive to high morale and productive service upon the part of employees, for the confidential nature of the annual report does not allow it to be used as a tool for career development and the communication of only adverse remarks, sometimes belatedly creates suspicion about the fairness of the system and neglects the potential for employee

development which can come from open and systematic communication between superiors and subordinates.

2 The Seminar felt that the objectives of any system of performance appraisal should be to improve employee performance, to maintain high morale among employees, and serve the various purposes of an effective personnel system such as career development, placement and promotions. In view of the criticisms made of the present system and the objectives which should be pursued if the performance appraisal procedures of the State are to be maximally effective, the following recommendations were made:

(1) The document known as the Annual Confidential Report (A C R) should henceforth be referred to as the "Performance Appraisal Report".

(2) In order to make an accurate appraisal of an employee's work, job descriptions should be developed for various categories of jobs so that evaluation can occur in terms of defined job standards and requirements The preparation of job descriptions and the setting of performance standards permits the employee to know the "what" and "how" of his function and permits the reporting officer to have a basis upon which to make assessments. Although a difficult task, efforts should be initiated to introduce position descriptions; and a committee should be constituted for this purpose

(3). In order to minimize subjectivity and the inclusion of irrelevant factors in the evaluation of an employee, greater emphasis should be given to the objectivity of evaluation. This will be facilitated by acceptance of the previous recommendation as well as the introduction of a manual of instructions for the guidance of reporting officers and periodic training in performance evaluation. Action should be taken to bring about these changes.

(4) In order to permit the officer being reported upon to submit an account of his job performance and activities, all employees, excluding the non-supervisory ministerial staff, should submit by April 30 a report containing a brief summary of their work and reference to any achievements and difficulties. This will enable the supervisor to have before him the employee's perception and analysis of his job situation and should be

conducive to greater objectivity in reporting while, at the same time, serving as a useful management tool.

(5) The adverse remarks in appraisal forms should be given only when the subordinate officer has not shown improvement in spite of all the advice given and efforts made by the superior. Even in these cases the adverse entries should invariably be supported by documentation.

(6) To ensure equity and fair play, it is necessary that an "outstanding" entry also be supported by a note as in case of an adverse entry.

(7) All adverse remarks in full should be communicated to officer reported upon instead of only an 'extract' which does not convey the real meaning.

(8) The employees reported upon adversely should have a right to represent against those remarks to the appropriate authority.

(9) In order to avoid delays in the writing of appraisal reports, it is necessary to fix the following time schedule:—

(a)	Submission of the statement of work done by the officer reported upon.	30th April
(b)	Submission of appraisal report by the Reporting Officer to the Reviewing Officer.	31st May
(c)	Submission of the report by the Reviewing Officer to the Appointment Department/Appropriate Authority.	30th June
(d)	Communication of adverse remarks by the Appointment Department/Appropriate authority to the officer reported upon.	31st July
(e)	Submission of representation against adverse remarks by the officer reported upon to the Appointment Department/Appropriate Authority.	31st August
(f)	Finalisation of any representation by the Appointment Department.	31st October

(10) Although integrity should be an essential characteristic of a Government employee, the usual practice of submitting an "Integrity Certificate" should be terminated, for such certificates assume a categorical endorsement of an employee which most supervisors are not prepared to give but nevertheless routinely provide. The certificate should, therefore, be replaced by the following statement, "Nothing has come to my attention which casts any reflection upon the integrity of Shri———————". If such a statement cannot be attested to by the reporting officer, he should clearly state and document his reservations about the integrity of the employee in question.

(11) Since the jobs that employees of various categories are required to perform differ, general and vague standards of evaluation should be replaced by standards which are rational in terms of the job and which are so defined as to permit both a common understanding and a refined distinction in evaluative terminology Therefore, the present appraisal form should be redesigned along the lines of the model contained in Appendix A (developed by consultants and trainees of the Harish Chandra Mathur State Institute of Public Administration) This form, with appropriate modification, can adequately serve both the technical and general services

A separate form for evaluating members of the ministerial services should be introduced Two forms suggested by Shri V Kumar in his study 'Performance Appraisal System and Techniques" are contained in Appendix B and with suitable modification should be adopted for appraising ministerial staff.

(12) To evolve suitable Forms for Performance Appraisal Report and to prepare a manual for guidance of reporting and reviewing officers a committee consisting of the following should be constituted.

1. Special Secretary, Appointments
2 Head of the Department, and
3. Deputy Secretary, O&M Secretariat

TRAINING

The Seminar expressed general satisfaction with the strong interest which the Government is taking in the training of its officers. Nevertheless, it was felt that certain improvements could be undertaken in order to accomplish more purposeful training and to provide training to all members of the State services. The group felt that the institutional base which has been established for civil service training in Rajasthan and the record of effectiveness which has already been achieved requires that even greater effort be applied to training. In submitting its recommendations, the group was guided by the deliberations of the State Committee on Training and the recent Personnel Report of the Administrative Reforms Commission Specific recommendations have been made in terms of :

(a) categories of persons to be trained

(b) content and method of training

(c) staff and institutional resources for training

(d) relationship between training and Government operation.

2 The Seminar recognized that training must be linked to other factors of the personnel system and could not be fully effective unless

reform occurs in such areas as career and manpower planning, postings and promotions With this in mind, the Seminar proposed the following changes in the training activities of the State

I. STATE SERVICES

Foundational Training

(a) While accepting the content of the Foundational Training provided to the State Services, it was recommended that greater emphasis be given to the management component of such training and that new techniques of training be introduced to impart a genuine understanding of the role of the public servant in responding to his various responsibilities The lecture method has little utility as a device for assisting a public servant to understand his relations with the public and a more experimental approach to training needs to be adopted to effectively serve this training need

Refresher Training

(b) The difficulty in giving training to the large number of officers who have not yet received foundational training might be resolved by limiting, for the time being, such training to the most recent recruits and to include those not falling into this category in the refresher training which is contemplated for older and more experienced officers.

Judicial Service

(c) Foundational training should be extended to the Judicial Service, and it is understood that this matter is being considered by the Institute and the High Court

(d) To the extent possible, job training should be provided by departments, especially in instances where the size of the department warrants such training. Where departmental training is not feasible because of the small number to be trained within the department, several departments might cooperate in conducting such training. The Institute would serve as a technical resource to departments giving job training

A panel consisting of the Head of the Department as Chairman, and a representative of the Institute of a related academic institution should be constituted to devise the format and content of such training:

Field Training.

(e) Field training designed to provide the officer with the widest possible exposure to problems which he will actually encounter should be an obligatory component of all foundational training. This training should be carefully structured and supervised, and the supervising officer should submit a detailed report to the sponsoring Department indicating the nature of the field experience given to the trainee and his performance in that situation Feedback should be given to the department so that, where appropriate, additional training can be provided and modifications made in subsequent field training.

Inservice Training

(f) Referring to the recommendations of the State Committee on Training concerning inservice training it was proposed that refresher courses be given to officers in terms of the availability of new assignments and higher responsibilities or in areas where the introduction of new practices and techniques make additional training necessary Such training should generally be provided when the officer falls within the age bracket of 30 to 35 years and again when he reaches the age of 40 to 45 years

Specialised Courses.

(g) Specialized training must be given greater emphasis but must be related to the special expertise which will be required of the Government and should be linked to the development of career plans for officers Specialized training should be designed in terms of specific areas of administration, giving due attention to the technical and management aspects of such a field The Institute in collaboration with the relevant departments should establish training in such fields as Planning and Development, Performance Budgeting, Operational Research and Work Study

External Training

(h) Study leave should be granted to a select number of officers for the purpose of increasing their understanding of socio-economic problems or to equip them to perform in a specialized capacity for the Government A leave period of 6 to 12 months should be considered for those participating in such educational experiences.

Centre Training.

(i) Since opportunities for State cadres to have direct exposure to the operations of the Central Government are conspicuous by their absence, officers should be deputed to the Centre in the Ministries of Finance, Commerce and Home The Chief Secretary in arranging for the deputation of these officers should take precautions to ensure that their assignments conform to their anticipated duties in the State and that the experience is mutually beneficial to the State and the Central Government

(j) Greater emphasis must be given to management training Courses at both the middle and-higher levels of management dealing exclusively with the problems and techniques of government management should be introduced on a systematic basis The duration of such training should be approximately 4 weeks for middle managers and at intervals for a period of 3 to 4 days for higher management trainees. Secretaries to the Government/Heads of Departments. Additional/Joint/Deputy Secretaries and a few senior Collectors should be invited to such sessions.

II SUBORDINATE SERVICES

Foundational Training

(a) The foundational training of the State services should be extended to the subordinate services Recognizing that the volume of work for imparting this training would be substantial and beyond the present resources of the Institute, two alternatives might be considered for handling this training, (i) creation of a special staff for conducting this training at the Institute, or (ii) the establishment of a Foundational Training Centre as an affiliate organization of the Institute which would conduct all foundational training for both State and subordinate services Requisite accommodation should be provided to support this training assignment

Job and Field Training.

(b) Various departments should offer job training along the lines indicated under the category of job training for the State Services, making appropriate modification for the level of responsibility and nature of work to be performed

Common training could be provided by departments to both State and subordinate services where interests are common to each of

the services. This arrangement would be more economical and efficient and could contribute to the essential inter-change which should occur between the services and to the democratization of the personnel system.

Field Training.

(c) Field training should be organized along the lines suggested for the State services, although the tour in rural areas should be more intensive and of longer duration

III MINISTERIAL SERVICES

(a) The failure to train this category of public servants should be immediately remedied by the introduction of training for ministerial staff in the respective departments This arrangement is suggested because of the magnitude of the candidates for such training

To assist the departments in executing this training, the following suggestions are offered·

(a) The Institute should equip trainers to organize and conduct training in the various departments,

(b) The Central Secretariat Training School could be consulted in terms of the design and content of such training, and State officers could be deputed to the School with the intention of building up sufficient expertise to conduct such training on an ongoing basis in the State

IV. RELATIONSHIP OF THE INSTITUTE WITH OTHER STATE TRAINING CENTRES

In the interest of having a coordinated system of training in the State, it was felt that the Institute as an apex institution should assume more responsibility for the training programmes of other specialized training institutions In this regard, the following recommendations were made

(a) The All Purpose Revenue Training School in Tonk should be shifted to Jaipur, placing it directly under the Institute,

(b) The training in commercial taxes for Assistant Sales Tax Officers, should be provided in this school (All Purposes Revenue Training School)

(c) The Tribal Orientation and Training Centre at Udaipur should retain its autonomy but greater faculty support to this Centre might be provided by the Institute and that collaboration between the two organizations should be strengthened in areas where each organization has a competence which could assist the other with its training programmes

(d) Under the auspices of the Institute, specialised training courses for trainers and staff of the various training organizations in the State should be undertaken

(e) The Director of Training for the State who also functions as Director for the Institute should assume greater supervisory responsibility for the overall training activities of the State

V. ADDITIONAL GENERAL PROBLEMS

1. *Identification of training needs* —Since relevant training requires that the needs of the trainees be identified and that the training be valid in terms of the goals and mission of the departments concerned, the Institute should provide technical assistance to the various departments to enable them to identify the training needs of their employees This work might be undertaken by the Research and/or Extension Cells of the Institute, working in consultation with the concerned department heads or their representatives

The problem of identifying training needs must be seen within the context of career planning, for training should be related to the present and future postings of an officer and to the manpower requirements of the Departments A pilot effort at career planning should be initiated in two major departments, and a committee consisting of the Chief Secretary, Special Secretary, Appointments, Secretary of the Department concerned, the Head of the Department, and the Director of the Institute should be set up for the purpose of planning and implementing an experiment in career planning

2. *Manpower resources for training*.—The recommendations contained herein obviously assume an enlarged sphere of training activity in the State and thus the following recommendations are made to ensure that the training expertise commensurate with this enlarged responsibility is available:

(a) Various services should have a panel of departmental officers with a knowledge of training,

(b) these officers would be available on deputation to assist departments with the development and implementation of their training programmes;

(c) in order to ensure that the departments assign adequate priority to training, the officer at the headquarters level responsible for personnel or establishment should also be assigned the responsibility for training. His duties would include liaison with the Institute in instances where collaborative training is involved, designating and assigning officers for training, evaluating the training experience of departmental officer and designing and conducting departmental training where the need and resources warrant internal training courses;

(d) the Government should avail of the training expertise which is developed in the various services and departments by giving training personnel special instruction and experiences which will contribute to their competence as professional trainers. Moreover, such persons should be assigned to posts where their expertise as trainers would be relevant;

(e) the following guidelines should govern staffing practices at training institutions,

(1) persons selected for training assignments should be from among the best qualified in the services,

(2) incentives should be provided to those accepting training assignments:

(3) promotional opportunities should be made available to trainers in their capacity as trainers;

(4) training assignments should be made on the basis of the needs of the institution to which the officer is deputed,

(5) training positions should be occupied for sufficient duration (a period of not less than 5 years) in order to permit the institution to develop faculty strength and to give the officer adequate time to develop his competence as a trainer,

(6) assignments to training institutions should be considered an additional qualification for promotion,

(7) continuity in the administration of training organizations should be promoted by having the Deputy or Vice-Principal selected with the ultimate objective of advancing him to the post of Director/Principal

3 *Utilization of other resources and institutions for training purposes*—

(a) greater effort should be made to involve the University of Rajasthan, and the various Institutes of Management in India in the training programmes of the State,

(b) members of the University staff under arrangements to be agreed upon between the Government and the University should be deputed to the Institute, other training schools in the State, and to departments undertaking a training mission Such temporary posts would give the various institutions and departments an academic, educational, and research resource which could facilitate the training and education of its employees

4 *Departmental responsibility in support of training*—Each department of Government should anticipate its training requirements and be diligent in assigning persons to appropriate training courses. Moreover, Heads of Departments and other senior officers should be available to assist with training in instances where their presence could contribute to the impact and credibility of the training.

The priority assigned to training should be reflected in budgetory alloca'i [illegible] 'aff resources assigned to training Each

department should provide in its budget an allocation of resources commensurate with the extent of its training responsibility.

In order that the departments are better able to provide the requisite number of trainees, in each cadre provision should be made for a training reserve.

GOVERNMENT OF RAJASTHAN

APPRAISAL FORM

FOR THE PERIOD........................

NAME ....

Designation..... ... .

Service...................... ......

Date of appointment in Government Service.......... .. ..

In the present post........... ....

Posts held during the period under review 1. ....

with dates 2. . ...

3. . ...

Pay ....

Grade of Pay.........................

Appointment to the present grade. ....

Academic qualifications..................... ....

.. ..

....

Basic Job Duties——1.

2

3.

4.

SECTION A

Personality.

PART—A—I

FACTOR	OUTSTANDING	ABOVE AVERAGE	AVERAGE	BELOW AVERAGE.
1. *Personal Leadership* Desire and ability to achieve and get things accomplished. Tenacious not easily discouraged gives directions and push to the organisation	Inspiring, forceful and tenacious leader. Indefatigable worker and has rare ability to overcome obstacles	Inspires and influences people but some times obstacles put him off	Ability to influence and inspire varies with persons concerned Can do work in normal circumstances	Has insufficient force to have significant influence Limited desire to achieve tasks
2. *Initiative and Creativity.* Ability to approach problems with an inquiring mind with vision and imagination. Looks for new ideas, and new tasks and responsibilities	Resourceful and original in giving suggestion and frequently does jobs outside his normal work responsibility.	Occasionally comes up with original thinking and undertakes work of his own.	Performs the given task in the set traditional manner.	Cannot perform without close supervision and guidance.

3 *Judgement.* Ability to think through complex and different problems—analyses all facts as well as pros and cons before coming to decisions Differentiates between the important and the unimportant	Thinks quickly & logically and gets at the root of the problem. His conclusions are always expeditious and sound ☐	Makes good decisions on important and complex matters in time. ☐	Arrives at reasonable conclusions on day to day matters if allowed reasonable time ☐	Often misses the point and judgement—is undependable. ☐
4 *Capacity to handle People* Ability to size-up people, inspire loyalty, get things done, obtain co-operation and develop people under him	Extra-ordinary ability to understand and deal with men. Devotes sufficient time to developing people ☐	Possess good ability to deal with men. Devotes some time to developing people. ☐	Generally maintains effective relationship with people but not concerned with their development ☐	Incapable of handling and developing men. ☐
5. *Responsiveness* Ability to appreciate and accept new ideas and implement them constructively.	Quick to sense the appropriatness of the new ideas and readily and constructively moves to implement them ☐	Often recognises validity of new ideas and usually implements them. ☐	Occasionslly response to new ideas but is frequently hesitent to try them ☐	Insensitive to new ideas ☐

and trains.	poise and self control.		ally gets disturbed by difficult problems.	erratic behaviour.
	☐	☐	☐	☐

PERFORMANCE.

PART—A—II.

FACTOR	OUTSTANDING	ABOVE AVERAGE	AVERAGE	BELOW AVERAGE
7 *Output* Consider achievement of targets and norms fixed (Specify work done in Sec B)	Outstanding in the amount of work he does ☐	Gets through a great deal of work. ☐	Output Satisfactory ☐	Insufficient Output ☐
8 *Quality and Dependability of Work*	Distinguished for Accuracy and quality of work and Justifies complete confidence ☐	Work is generally of high quality and dependability ☐	Reasonably well-accurate and usually dependable. ☐	Quality is uneven. He is slipshod in his work. ☐
9 *Job knowledge.* Technical or general knowledge about the job he is doing	Possesses excellent knowledge of all aspects of the work and strives to expand his frontiers of knowledge. ☐	Knows his job thoroughly ☐	Possesses adequate knowledge required of the job. ☐	Knowledge inadequate to retain in job without improvements. He has not gained enough competence. ☐

10. *Organisation and Control of Work* (Specify remarks passed by the inspecting officer at the time of inspection of reported officer). Also specify the quantity and quality of inspection tours done by the officer reported upon in Sec. B.	Successful, efficient & capable supervisor and runs his organisation smoothly and effectively. ☐	Good Supervisor and runs his organisation reasonably well ☐	Moderate ability to organise and control ☐	Lacks control over staff and leaves things to his subordinates ☐
11. *Cost consciousness.* Assessment of effort made in controlling costs of major items and timely action taken to effect economies wherever necessary.	Achieves large economies by taking purposeful measures in all sphere ☐	Usually successful in bringing about economies in most spheres ☐	Does not make any special effort to effect economies although not wasteful ☐	Wasteful in his work. ☐
12. *Ability to communicate.* Capacity for expressing and selling ideas in clear simple and logical manner. A ORALLY	☐	☐	☐	☐
B WRITING	☐	☐	☐	☐

RELATIONS—PART A—III

13. *Relations* (Indicate in the terms specified).

(*a*) With colleagues—Friendly, Co-operative, obstructive individualisitic selfish.

(*b*) With superiors—Co-operative, irresponsible, obstinate, Straight forward

(*c*) With subordinates—Considerate, indifferent, harsh, soft, impartial, partial

(*d*) With public & non officials—Helpful, sympathetic, indifferent, rude

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PART A—IV

14 Do you feel this officer would do better work as well as be more happy in another position or type of work?

☐ Yes ☐ No

If the answer is yes, what position or type of work he should be in ....

---

15 Personal characteristics and elements of job performance requiring improvements

(*a*) (*b*) (*c*) (*d*)

16. Have any of these defects been brought to his notice in the past and to what extent he has shown improvement in that behalf?

Indicate probable potential capacity for taking higher responsibility.

☐ Is ready for the job now ?

☐ He will be ready-once he receives development and training/and/or addl. experience. How long ? ....

18. *Overall assessment/Reporting Officer*

These comments should indicate the way in which the officer has carried out his various duties during the year and give a summary of his personality, character and abilities Particular mention should be made of instances of outstanding or notable work meriting special commendation, if any, and also of instances of particularly poor or indifferent work during the year giving brief particulars.

Date

Signature and designation of Reporting Officer.
NAME ....
DESIGNATION ....

19 *Remarks of the Reviewing Officer*

(The Reviewing Officer should carefully consider and state whether he accepts the assessment of the Reporting Officer on all respects. If he differs from the Reporting Officer in any respect, the fact should be clearly stated.)

Date

Signature of Reviewing Officer.

NAME ....
DESIGNATION ....

20. Remarks of the District Development Officer in case of district level officers.

District Development Officer

21. Remarks by the Head of the Deptt.

Signature of the Head of Department.

Date

DESIGNATION ....

INTEGRITY CERTIFICATE

22. (NOTE:—If it is intended to withhold Integrity Certificate, the Drawing/Countersigning Authorities should follow procedure laid down in Memorandum No. F. 20 (9) Apptts. (A) 57, dated the 28th July, 1959.)

Nothing has come to my knowledge which casts any reflection on the integrity of Shri.......................... His general reputation for honesty is good and I certify his integrity.

Signature and designation of Reporting Officer.

SECTION B

WORK STATEMENT IN THE FORM to be provided by Head of the department concerned. To be filled in by the person appraised and to be countersigned by the Reporting Officer. The person appraised will certify that information furnished is correct and true as per record and his knowledge.

APPENDIX BI

FORM OF CONFIDENTIAL REPORT ON SECTION OFFICER

Ministry / Office of.....................................

Report for the year/period ending ....

---

1. Name of Officer :

2. Date of birth :

3. Designation of post held :

4. Date of continuous appointment to the present grade :

5. Sections in which employed during the year and periods of service in each .

Assessment by the Reporting Officer (Under Secretary or Corresponding Officer).

[In making the assessment Reporting Officer should keep in view speed and quality of performance as revealed by the O. & M. data e.g; Inspection Reports, Control Chart, Arrear Statements, proper exercise of delegated powers, etc.]

6. Supervision and distribution of work amongst his staff:

7. Maintaining order and discipline and checking late attendance :

8. Handling of dak and exercise of proper discretion in marking it for perusal of higher officer:

9. Capacity for ensuring prompt disposal of work and submission of the various O. & M. and other returns.:

10. Submission of cases in proper order i.e. whether all relevant papers are put up properly referenced without errors or mis-statement of facts:

11. Capacity to train, help, advise his staff and handle his subordinates:

12. Knowledge of procedures and regulations:

13. Ability to handle intricate cases;

14. Has he been responsible for any outstanding work during the period under report meriting special commendation? If so, what?

15. Has he been reprimanded for indifferent work or for other causes during the period under report? If so, give brief particulars:

16. Remarks as to defects in character, indebtedness, etc which may militate against efficiency and suitability for particular types of work:

17. Fitness for promotion to grade:

18. General assessment of personality, character and temperament including relations with the fellow employees, etc.;

19. Assessment of integrity (if anything adverse has come to your notice, please specify it also);

20. Grading. "Outstanding", "Very good", "Good", "Fair" or "Poor".

Signature of the Reporting Officer ..
Name in Block Letters...........
Designation.....................

Remarks of the Reviewing Officer (Deputy Secretary or corresponding Officer).

[The Reviewing Officer should carefully consider and state whether he accepts the assessment recorded by the Reporting Officer in all respect. If he differs from the reporting officer in any respect, the fact should be clearly stated.]

Signature of the Reviewing Officer.......
Name in Block Letters...............
Designation.....................

Signature of the next superior officer..
(with remarks, if any)...........
Name in Block Letters............
Designation.....................

NOTE:—Where an adverse entry is made, whether it relates to a remediable or to an irremediable defect, it should be communicated; but while doing so, the substance of the entire report including what may have been said in praise of the officer reported upon should be communicated.

APPENDIX B-2

FORM OF CONFIDENTIAL REPORT ON ASSISTANT/UPPER DIVISION CLERKS

Ministry/Office of...

Report for the year/period ending.............................

---

1. Name :

2. Date of birth :

3. Present grade :

4. Date of continuous appointment to the present grade :

5. Whether permanent, quasi-permanent or temporary :

6. Sections in which served during the year under report and period of service in each :

Assessment by the reporting officer (Section Officer).

7. Referencing and paging of notes and correspondence :

8. Keeping files and papers in tidy condition :

9. Maintaining properly the Assistant's Diary and Standing Guard files:

10. Promptness and accuracy in disposing of work :

11. Intelligence, keenness and industry :

12. Knowledge of procedures and regulations :

13. Aptitude for particular types of work :

14. Skill in drafting :

15. Relation with fellow employees :

16. Amenability to discipline :

17. Punctual attendance :

18. Has he been responsible for any outstanding work during the year under report ? If so, what ?

19. Assessment of integrity, (if anything adverse has come to your notice, please specify it also) :

2.0 Has he been reprimanded for indifferent work or for other causes during the year under report ? If so, give brief particulars

21. Remarks as to defects in character, indebtedness, etc. which may militate against efficiency and suitability for particular types of work:

22. Fitness for promotion to the grade of Section Officer/ Assistant

23. Generel assessment of good and bad qualities·

24. Grading:

("Outstanding", "Very good", "Good", "Fair", or "Poor"):

Signature of the Reporting Officer . . . . . .
Name in Block Letters. . . . . . .
Designation. . . . .

Remarks of the Reviewing Officer (Under-Secretary or Corresponding Officer)

(The Reviewing Officer should carefully consider and state whether he accepts the assessment recorded by the Reporting Officer in all respects If he differs from the Reporting Officer in any respect, the fact should be clearly stated).

Signature of the Reviewing Officer......
Name in Block Letters... ... .
Designation... .. ..

Signature of the next superior officer (with remarks, if any) ....
Name in Block Letters . ...
Designation... ....

NOTE —The substance of an unfavourable report will as a rule be communicated to the Officer reported on either orally or in writing as may be considered appropriate by the Reviewing Officer and the fact of such communication noted on this report.

In exceptional cases, if the Reviewing Officer feels that communication of unfavourable remarks will serve no useful purpose and may only discourage the officer reported on, he should submit the matter for the orders of the next superior officer.

Report of Working Group on Manpower Planning

It is being increasingly recognised that while economic factors such as material resources, savings, capital investment, foreign exchange earnings play a very important role in economic development, the development of human resources has an equally important bearing on the rate of growth of the economy of any Country. This explains the crucial role of Manpower planning which in it's widest connotation aims at the optimum utilisation of human resources. Manpower planning is thus an all embracing concept and has two main components:—

(a) Optimum utilisation of the existing Manpower resources; and

(b) Creation of skills necessary for meeting the Manpower needs of a growing and dynamic economy.

Thus in its wider context Manpower planning would cover almost the entire field of economic and social development planning. So far in our Country greater emphasis has been placed only on one aspect of Manpower planning which concerns Manpower budgetting for middle and higher level Manpower. This implies regular assessment of the requirements and the availability of personnel in different fields and the planning of measures to meet these requirements. It is

being felt that the emphasis has now to shift from quantitative assessment to qualitative improvement to keep pace with rapid technological changes

One of the urgent problems facing the Country is the growing problem of unemployment both in urban and rural areas and a study of the measures required for making our Plans and Schemes employment oriented without sacrificing their economic viability and efficiency should be a major concern of planners in this field.

The Family Planning programme which ultimately would reduce the number of entrants to the labour force and also of the unemployed is vitally concerned with the subject. The Manpower implications both quantitative and qualitative of the family planning programme would be another priority for study.

The impact of the green revolution on unemployment and under-employment in rural areas is also of great significance and it should be worthwhile to study its full impact on the unemployment situation in the Country.

The present Working-Group is a part of Seminar on Personnel Administration and it may seem that the implications of Manpower planning have to be examined in the rather restricted context of the requirements of the Rajasthan Government Even so, as would be explained subsequently, it is not possible to eliminate the private sector and the Central public sector for any realistic Manpower planning The Working Group, therefore, has felt impelled to mention some of the important implications of Manpower planning in relation to the economic development of the State as a whole and suggest certain areas in which further studies may be undertaken to appreciate the problem in greater depth and to devise suitable policies for solving them.

The first aspect to be considered purely from the point of view of the requirements of Government is the regular assessment of manpower needs of the public sector for personnel of different disciplines and coordination of educational policies and training facilities in relation thereto The Manpower Directorate in the Planning Department has been engaged for the past several years with the task of estimation of technical personnel of the various categories namely Medical practitioners, Agriculture Graduates, Veterinary Doctors, Engineering Degree and Diploma Holders in various disciplines etc. These estimates have been very useful to the Government in deciding the intake capacity of different institutions and also in planning for opening of new institutions of professional and technical education It is necessary to strengthen this organisation and enlarge the scope

of its activities It should not restrict itself only to the quantitative estimation of the requirements of technical and professional personnel in the Government but should also concern itself with stimulating action in the various departments including so called non-Plan departments for proper cadre planning. It should also undertake the study of the requirements of these departments for personnel with needed skills at various levels of the hierarchy In order to achieve this end it is felt that there should be a Cell in each major department which should concern itself with Manpower planning and should keep a close liaison with the Manpower Directorate in the State Secretariat. The Manpower Directorate will necessarily have to act as a catalytic agent stimulating thinking and study on different aspects of Manpower problems in all the important Departments of the Government.

There is also need for a continuous review and improvement in the methodology and concepts adopted for estimation of Manpower requirements particularly as the role of the private sector is gradually being enlarged. It would be necessary to work out suitable norms for estimation of their requirements in relation to the specific situation in our State The Manpower Directorate would have to conduct a series of studies to bring about significant improvement in this direction. Similarly the rapid changes in the agrarian economy require a study in depth. The trend towards mechanisation and adoption of improved techniques in Agriculture would have a substantial impact on the requirement of Agricultural Engineers and Agricultural specialists of different categories and area studies particularly in Rajasthan Canal or Chambal would help to locate the problems and to evolve suitable measures for anticipating these requirements and making preparation for it from now on

Another important area which deserves attention is the study of wastage in different educational institutions The Manpower Directorate has already conducted studies in the Medical and Veterinary Colleges and this needs to be extended to other institutions of technical and professional learning. These should be followed up with an analysis of the causes of wastage which are often quite large, with a view to improving the productivity of investment in education

The quality of personnel entering Government service will depend largely upon the general educational standards and the attractiveness of Government services with respect to their status, emoluments and other benefits *vis-a-vis* other jobs in the private sector and autonomous bodies A discussion on the improvement of the educational standards of the State will obviously be outside the purview of this Working Group However, even for services which

do not insist upon any pre-entry professional or technical qualifications there can be certain specialised courses or certain modifications in the curricula to equip the students to better perform the tasks in the Government services For instance, a course in public administration which is closely related to the administrative needs of the State can be very useful for competitors seeking to join either generalist services or non-technical unifunctional services. Similarly, considering the important place of tax administration there can be a specialised course on taxation laws. These examples can be multiplied indefinitely. Basically there is a great need for a constant exchange of ideas between the Universities and the State Government for introduction of new courses and the modification of curricula to meet the requirements of the State Government.

What has been said for the general services above applies with even greater force to the technical services The need for coordinating the qualitative requirements of employers (of which the State is still the dominant one) and the producers is paramount For this purpose it is suggested that on the appropriate decision making bodies of technical and professional institutions, representatives of the concerned Departments and other organised employers should be associated.

As was mentioned in the beginning, the qualitative aspect of technical education is of far greater relevance today than quantitative assessment because we know that in the foreseeable future the State is likely to remain substantially surplus with regard to availability of technical personnel of all categories. While this Group cannot examine questions of educational reform, it would like to emphasise the need for giving a more practical orientation to the training at different levels so that the technically qualified people are not dependent entirely on Government jobs for a living but are in a position to start some ventures on their own. This is, in our opinion, the appropriate time for suggesting modifications in the courses to give greater weightage to on the job training and self-employment. It may also be emphasised that even the requirements of the Government are not static and they keep on changing in relation to the policies and objectives and also technological considerations. Therefore, it is not sufficient only to lay down the curricula in consultation with the consumer Department but to undertake a constant review in the light of changing conditions This would imply detailed job analysis of different categories of functionaries in the employing agencies so that educational institutions are in a position to cater to these needs.

Manpower planning at micro level is indistinguishable from personnel management. Therefore, a discussion on Manpower

planning in governmental organisations will cover all aspects of personnel administration like recruitment, placement, motivation, training etc However, since all these aspects are being separately considered by other Working Groups, it would not be proper for this Group to consider them in detail We will, therefore, limit ourselves to high-lighting certain aspects of personnel administration which are of special relevance to Manpower planning and which have received inadequate attention in the past.

The foremost need is for evolving a suitable system of career planning for the Government employees to draw the best out of them and to prepare them adequately to shoulder higher responsibilities. As the administration grows more complex and undertakes diverse tasks, specialisation will become an unavoidable necessity. This is an irreversible trend all over the world in all fields and we will only irreparably damage the efficiency of the administration by closing our eyes to the same Even in respect of the so called generalist services there is need for specialisation like financial administration, economic administration, taxation etc.

In respect of the technical services also there is need for greater specialisation and new specialities are emerging every day. For instance, in Agriculture, there can be various fields of specialisation like Soil Conservation, Plant Protection, Extension, Horticulture etc. Similarly even amongst Engineers, some of them can specialize in construction of Dams, others in construction of bridges The object is to so devise the placement policy that every employee gets the fullest opportunity to develop his special aptitude and potential and to give his best for the benefit of the Government and the people. The emphasis on specialisation in technical services also implies that much greater weightage needs to be given in initial recruitment, promotion etc., to attainment of professional qualifications.

And lastly, we would re-emphasise the urgent need of proper career planning which will involve talent spotting, its development by appropriate training and deployment, purposive placement in higher levels of responsibility etc.

Report
of
Working Group
on
Recruitment

(iv) Class IV Service.

(2) Initial recruitment to posts in the State service are made through any of the following methods:—

(i) Direct recruitment through P. S. C.

(a) A written competitive examination followed by a *viva-voce* test, or

(b) A *viva-voce* test.

(ii) Promotion/selection from certain posts according to rules of eligibility

(3) Regarding (2) above, Departmental Promotion Committee constituted under Rules is entrusted with this work.

(4) *Preference for Competitive Examination for Direct Recruitment*—For direct recruitment the Group is of the view that the method of written competitive examination followed by *viva-voce* to be conducted by the Commission should be the general rule. According to the existing system, recruitment to technical services in the field of Agriculture, Engineering etc. is made solely through interview. The paucity of suitable candidates at the time of promulgation of the Rules appears to be the guiding factor for preferring this method Now the situation has undergone rapid change. The various technical institutions are turning out a large number of graduates every year and in some fields, there is actually a glut in the employment market. The number of jobs is fewer than the eligibles.

Secondly, the standards set by different institutions are different and a comparative assessment of the attainments of the candidates who qualify therefrom is not an easy task.

Thirdly, there are certain qualities which are not exhibited in the academic qualifications. An examination in which the basic intelligence, grasping power and practical bias is tested is necessary.

The Group is, therefore, of the view that even in technical services, the present system should be replaced by the more scientific and objective system of a written competitive examination followed by a *viva-voce* test.

4. *Recruitment by Interview.*—As an exception to the recommendation made by us in the preceding paragraph we feel that recruitment in certain services may continue for the present merely on the basis of *viva voce* test. The position may however be reviewed at

the end of the Fourth Plan. The reason is that in these services either performance in academic fields is the main criterion for recruitment to the services, e. g. Rajasthan Education Service (Collegiate and General branches) or different posts in the same service require slightly different technical qualifications or experience in the speciality; or the cadre is too small and most of the posts are filled by promotion from within the service. These services are mentioned below:—

(1) Rajasthan Archaeology and Museum Service.

(2) Rajasthan Ayurvedic Service.

(3) Rajasthan Circuit House Service.

(4) Rajasthan Education Service (Collegiate and General Branches).

(5) Rajasthan Horticulture Service.

(6) Rajasthan Medical & Health Service (including Collegiate Branch).

(7) Rajasthan Mines & Geological Service.

(8) Rajasthan Motor Garage Service.

(9) Rajasthan Oriental Research Institute Service.

(10) Rajasthan Government Presses Service.

(11) Rajasthan Sanskrit Education Service.

(12) Rajasthan Town Planning Service.

(13) Rajasthan Higher Judicial Service.

(14) Rajasthan Agriculture Service (Research Wing only).

5. *Broad Classification of Services.*—The Services may be broadly grouped into three categories:—

(1) *Generalists.*—These are services in which the subjects studied do not necessarily have much relevance to the job requirements. Accordingly, recruitment to these services should be made by a common competitive examination followed by a *viva-voce* test These services are:—

(i) R. A. S.

(ii) R. P. S

(iii) Rajasthan C

(iv) Rajasthan Employment Exchange Service.

(v) Rajasthan Jail Service.

(vi) Proposed Rajasthan Commercial Taxes Service.

(2) *Generalists-cum-Specialists*.—This category occupies a position in between the Generalists and the Technical Services. In these services some of the subjects studied by the candidate have relevance to the job requirements It is therefore, proposed that they may also be recruited through a common competitive examination alongwith the Generalists with the proviso that it should be obligatory for them to take up certain specified optional papers indicated below each service, besides others which they may select from amongst the list of optional subjects. These services are—

(i) Rajasthan Accounts Service—
Two out of—

(a) Economics-I,

(b) Economics-II,

(c) Auditing & Accountancy, and

(d) Commerce.

(ii) Rajasthan State Insurance Service—

Same as for Rajasthan Accounts Service

(iii) Rajasthan Public Relations Service—
Journalism and Two out of—

Sanskrit, Urdu, Persian and English.

(iv) Rajasthan Statistical Service—
Two out of—

(a) Economics-I,

(b) Economics-II,

(c) Statistics,

(d) Commerce,

(e) Pure Mathematics, and

(f) Applied Mathematics.

(v) Rajasthan Labour Welfare Service—

Labour Laws and Two out of—

(a) Economics-I,

(b) Economics-II,

(c) Law,

(d) Sociology, and

(e) Psychology.

(vi) Proposed Rajasthan Commercial Taxes Service—
Two out of—

(a) Auditing & Accountancy,

(b) Commerce, and

(c) Law.

(3) *Technical*—This category consists of services in which subjects studied in the Technical Institutions are of direct relevance to the job requirements. At present recruitment to most of these services is made merely on the basis of a *viva-voce* test. The Group, however, feels that entry to the following services should be made through a competitive examination follwed by *viva-voce* test.—

(i) Rajasthan Service of Engineers (B&R).

(ii) Rajasthan Service of Engineers (Irrigation).

(iii) Rajasthan Service of Engineers (Public Health).

(iv) Rajasthan Agriculture Service (excluding Research Wing).

(v) Rajasthan Animal Husbandry Service.

(vi) Rajasthan Service of Inspectors of Factories and Boilers.

(vii) Rajasthan Industries Service (for senior posts to be specified).

Note—For the following Technical Services, we are not recommending competitive examination, but merely *viva-voce* test for reasons given in the preceding paragraph:—

(i) Rajasthan Medical & Health Service.

(ii) Rajasthan Medical Service (Collegiate Branch).

(iii) Rajasthan Mines & Geological Service

(iv) Rajasthan Motor Garage Service

(v) Rajasthan Government Presses Service

It will be necessary to prescribe suitable syllabus for the written examination to these Services.

6 *Technical Officers eligible for Generalists posts.*—A Graduate in Agriculture (including Graduate in Animal Husbandry) is already eligible for competing for the Generalist service. Similarly the degree

of B. E. (Engineering or Technology) has also been recognised for the combined competitive examination. But Engineering subjects have not been added in the list of optional subjects as a result of which Engineering Graduates are handicapped. We, therefore, recommend that Engineering subjects should also be added to the list of Optional Subjects.

7. *Subordinate Services*.—We have not been able to examine the above issues in respect of the Rajasthan Subordinate Services in detail but the classification and recommendations suggested for the State Services should apply *mutatis mutandis* to the Subordinate Services also.

8. *Compulsory Papers*.—Compulsory subjects for the State Services *inter alia* include:—

English :

(1) Paper I—English General.

(2) Paper II—English Essay.

For Subordinate Services:—
English:

(1) General English & Essay.

In order to give equal opportunity to the candidates who do not have English as the medium at the University stage, the Group is of the view that for both the services paper or part of the paper on English Essay should be replaced by Essay to be written either in English or Hindi at the option of the candidate The Group considers that paper or part of the paper on General English should be retained as English is a compulsory subject in High School and in Three Years Degree Course. A fair working knowledge of the language is essential for the efficient performance of the job. Further it enables the employee to develop his knowledge by keeping himself abreast of the improved techniques in his sphere of activities.

9. *Optional Subjects*.—In the light of the recommendations made above the following optional subjects should be added to the list of subjects prescribed for the common competitive examination:—

(1) Engineering (It may be examined if one common paper in Engineering can be set for all the Engineering Graduates. This paper could be divided in three parts, each part dealing with civil, mechanical and electrical engineering. We are informed that there is a common course during the first two years for all the Engineering Students Questions in each part of the paper could therefore perhaps

be formed in such a way that atleast some of them could be answered by all the Graduates. If however this is not found feasible, a separate subject in each of the engineering branches should be added to the list).

(2) Diploma in Journalism.

(3) Labour Laws.

(4) At present a subject entitled "Indian Constitutional History and Law" has been prescribed. The Group has been advised that the proper title for this subject should be "Indian Constitution and Law and Indian Administration"

10. *Personality Test.*—The Group is of the view that the weightage given to Personality Test and *viva-voce* in the combined competitive examination is reasonable. Such a Test is absolutely necessary to assess the general intelligence, power of expression, capacity to grasp and re-act etc. of the candidate which cannot be judged by a mere written test and which are necessary ingredients of the personality of an Officer. For R. A. S. and R P. S. 33 percent has been fixed as minimum qualifying marks which in the view of the Group is very necessary. We are, however, of the view that mere interview is not adequate to assess the personality of a candidate for recruitment to R.A.S. and R.P.S. and that it should be supplemented by a Group Discussion in which tact, patience, quality of leadership & ability to express ideas can be judged We do not recommend any change in the marks provided for *viva voce*. The assessment should, however, be made on the basis of performance of the candidate, both in Group discussion and in the interview.

11. *Direct recruitment to the Rajasthan Secretariat Service, Ministerial and Rajasthan Excise Service.*—At present direct recruitment is provided in the Secretariat Ministerial Service to the post of L.D.C./U.D.C The Group was informed that the Secretariat Reorganisation Committee which has been set up by Government is recommending direct recruitment at the level of the Assistants The Group was inclined to agree with this recommendation. If this is accepted by Government, no recruitment at any other level in the Sectt Ministerial Service nor in the Secretariat Service would be necessary.

As regards Rajasthan Excise Service, (it has a small cadre which is likely to diminish with the introduction of Prohibition) no change in the present method of recruitment is considered necessary.

12. *Jurisdiction of Rajasthan Public Service Commission*—The information given to the Group shows that the object of withdrawing posts from the purview of the Rajasthan Public Service Commission

has not been achieved. On the other hand it has led to a spate of *ad hoc* appointments which is creating confusion in the service. The Group therefore strongly recommends that the list of posts taken out of the purview of the Commission should be immediately reviewed. The Group has examined the list of such posts given in Annexure II of the discussion paper and we recommend as under:—

(i) Posts carrying an initial salary Rs. 200/- and below per month have been excluded. The total number of such posts runs into 37 pages. It was not possible for the Group to examine these posts in detail. We feel that non-technical posts for which the minimum qualification prescribed in the rules is a degree should be filled as a result of the combined Subordinate Services Competitive Examination. This question however may be examined by the Committee consisting of representatives from the Commission, Appointments Department and Finance Department. This Committee may also suggest how the recruitment to each of the services may be made by a combined competitive examination for technical and non-technical services.

(2) Posts mentioned at S. Nos 2 to 7, 11, 13, 14 and 15 in Annexure II may remain outside the purview of the Commission.

(3) Technical posts in the Directorate of Technical Education should henceforth be filled through the Commission.

(4) At present recruitment to C.A.S has been excluded from the purview of the Commission up to 10-1-1970. On the expiry of this period recruitment of C.A S. should be made through the Commission.

(5) Posts of Mechanical staff both gazetted and non-gazetted required for the Rajasthan Canal Project are at present excluded from the purview of the Commission. This list should be reviewed Posts for which specialised experience is not required should be filled through the Commission.

(6) Post of Commandant, Border and Home Guards which was excluded from the purview of the Commission for the duration of the emergency should now revert to the Commission.

(7) Appointments or re-employment on contract basis upto 5 years is excluded from the purview of the Commission. We feel that such appointments or re-employments should be made in consultation with the Commission, if the post is a cadre post or if the cadre post is held in abeyance for a period exceeding two years.

13 *Considerations for excluding posts from the jurisdiction of the Rajasthan Public Service Commission*—The Group recommends that whenever Government considers it necessary to withdraw posts from the Commission's purview, this should invariably be done in consultation with the Commission The general rule should be that all appointments should be made in consultation with the Commission except when, as in the case of the High Court, there are Constitutional restrictions or when there is an extreme paucity of qualified candidates or when isolated posts are filled by posting a cadre officer

14. *Recruitment in the public sector*—Recruitment in autonomous or semi-autonomous organisation are on a different footing and it will not be desirable to equate them with posts under the Government It would, however, be advantageous to associate an expert body, like the Commission in filling higher posts in these public sector organisations We recommend that posts carrying emoluments of Rs 700/- and above should be filled by associating the Commission

Secondly, we also recommend that Service Rules embodying the methods of recruitment, qualifications, constitution of Selection Boards and Promotion Committees etc should be finalised in consultation with the Commission

15 *Recruitment to posts in Ministerial cadre*—(1) We have elsewhere recommended a review of the posts, which are at present excluded from the purview of the Commission

(2) We feel that the posts of L.D Cs need not be filled through the Commission, but posts of U D Cs and Accountants should be filled by the Commission There is no need for a separate agency for this purpose.

(3) For recruitment of L.D Cs, a written test should be conducted by the appointing authority on standard lines to be prescribed by the Commission

(4) The nature of work in the Secretariat is different from the Subordinate offices and we do not recommend interchangeability of the two cadres.

(5) For recruitment to the posts of L D Cs, the qualification should remain as at present, i e Matriculation or Higher Secondary with the prescribed speed for typing It would not be advisable to raise the educational qualification in view of the fact that Graduates are eligible for the State Services.

16 *Reduction in the number of Class IV Servants*—The Group did not consider this question as in its view this is not a problem connected with recruitment.

17. *Educational qualifications for Class IV.*—It is not necessary to prescribe any educational qualifications for Class IV Servants.

18. *Age of recruitment.*—(1) The age limit should be related to the educational qualifications prescribed for a post. A person cannot be admitted to the I Year T.D Course unless he has attained the age of 16 years Thus a person can graduate at an age not earlier than 19 and he can obtain Post-Graduate degree at an age not earlier than 21. We would, therefore, recommend that for posts where the minimum educational qualification is Matriculation, the age limit should be 16 to 21, for Graduates 19 to 25 and for Post-Graduates 21 to 26.

(Note.—At present, service under the age of 18 does not qualify for pension This restriction should be removed).

(2) In view of what we have stated above, we do not recommend the upward revision of the upper age limit of 25 years to 26 years.

(3) Relaxation of age limit in exceptional cases is not provided in any Service Rules This, however, may become necessary for such posts for which Service Rules do not exist Under the R.S.R. the age for entry into Government service in cases where no Service Rules have been framed is 25 years. It is, therefore, reasonable that in such cases if it is considered necessary to relax the age, this should be done taking into consideration the qualifications and experience prescribed for the post

19 *Lateral entry*—In Technical Services, persons possessing higher technical qualifications and experience are often available, but in the absence of provision in the Rules for their direct appointment at higher levels, no suitable opportunities exist for their appointment Recruitment of such highly qualified persons at the lowest levels is obviously not acceptable to them To attract such talents, an opening at the higher levels has to be provided. We therefore, recommend that in technical and specialist services, a provision should be made for direct recruitment at higher levels, i e on posts the starting salary of which is Rs 700/- or more. We further recommend that 20% of the annual intake in such posts should be by direct recruitment.

20 *Summary of recommendations*—(1) For a proper study of a change in the recruitment policy, a study group should be set up.

(2) As a rule, the recruitment to the State Services should be by means of Competitive Examination followed by a *viva-voce* test. Exceptions to this rule should be made only for compelling reasons.

(3) Services may be broadly classified into three categories A combined competitive examination should be held for services which fall in the category of Generalist and Generalist-cum-specialist

services For the latter category, candidates will be required to take up certain specified optional papers

(4) For recruitment to technical posts in which there is no shortage of qualified persons, a competitive examination followed by *viva-voce* test, should be held.

(5) Engineering Graduates should also be made eligible for the combined competitive examination to State Services by adding engineering subjects in the list of optional subjects

(6) The classification and recommendations suggested for the State Services should apply *mutatis mutandis* to the Subordinate services also

(7) Compulsory paper of English Essay should be replaced by a paper on essay which may be answered either in English or in Hindi at the option of the candidate The paper on General English should however be retained

(8) Certain additional subjects have been suggested for inclusion in the list of optional subjects

(9) Weightage given to personality test is reasonable but for recruitment to R A S and R P S a Group discussion in addition to interview is suggested.

(10) In view of the proposed recommendation of the Secretariat Reorganisation Committee for direct recruitment at the level of Assistant, no direct recruitment of the Rajasthan Secretariat Service is required No change is proposed in the recruitment to the Rajasthan Excise Service.

(11) Several posts at present excluded from the purview of the Commission should be brought within its purview A committee should be constituted to examine this suggestion in detail.

(12) The Commission should invariably be consulted before a post is taken out of its purview.

(13) The Public Service Commission should be associated in recruiting personnel in public sector where the salary of the post is Rs 700/- or more In all cases the service rules should have prior approval of the Commission

(14) The Commission should conduct combined competitive examination for U D Cs /Accountants and other posts in the Subordinate services, details of which may be worked out by a Committee

(15) No separate Central agency for recruitment to the Ministerial cadre is necessary Posts of L D.Cs may be filled by the

appointing authority after holding a test on standard lines to be prescribed by the Commission.

(16) Interchangeability of staff in the Secretariat and subordinate offices is not feasible.

(17) It is not necessary to raise the qualifications for recruitment to the posts of L. D. Cs.

(18) The question of reduction in the number of Class IV servants being not related to recruitment was not considered.

(19) No educational qualifications need be prescribed for recruitment to class IV services.

(20) Fixation of lower and upper age limits should be co-related to the time usually taken to qualify for a particular service.

(21) Relaxation of upper age limit may be necessary in certain cases.

(22) Lateral entry should be provided in technical and specialist services at the higher level posts carrying salary of Rs. 700/- and above. The percentage for direct recruitment at this level should be 20% of the annual vacancies.

Report
of
Working Group
on
Placement

The Group considered the present Personnel Administration and Placement policies and was in agreement with the general criticism voiced frequently that these policies do not take into account the present day needs of administration and that the placement of a person in a particular job is more often than not based on fortuitous circumstances rather than any coherent system based upon the assessment and utilisation of skills, experience, qualifications and aptitude. The public services today are being called upon to undertake activities not only on a greatly extended scale, but of increasingly complex nature, requiring specialised knowledge and techniques, whereas the personnel policies continue to be of the old vintage when the sphere of governmental activity was of a comparatively simple nature capable of being handled conveniently by anyone recruited to the cadre of a particular discipline This led the Group to examine the basic question whether in the present day context the cadre system at all was capable of delivering the goods or the system of "position classification" would serve the needs of specialised activities of the Government better The consensus in the Group was, however, that the "position classification" system has more drawbacks than advantages in the context of our country. Lateral entry is the crux of the "position classification" system implying thereby that at certain levels selection would be confined not merely to the persons in a particular cadre eligible for promotion, but would

be done through means of open recruitment. Superficially, it appears to be an alternative approach on the assumption that by enlarging the field of selection for a particular specialised level, the method of open recruitment would make better persons of requisite experience and competence available In reality, however, the Group felt that the two following factors would defeat the desired objective, creating a situation much worse than before —

(1) For middle levels, which presupposes an experience and standing of at least 8 to 10 years in a particular specialisation, no one of competence and worth from outside the Government would be interested in joining the service of the Government, because he would have already made a standing for himself in his own vocation and would not be attracted by the Government scales of pay. No major increase in the scales of pay is conceivable atleast in the near future. The result would be that only second-rate persons would apply, with no result and benefit to the quality of Government work.

(2) Young people of merit would not be interested in joining Government service, if they are not certain that the avenues of promotion are reasonably clear and uninterrupted For instance, an engineering graduate of merit may not want to join the Government as an Assistant Engineer if he knows that the post of Executive Engineer will not be filled from among the cadre, which he has joined, but by open recruitment with all its attendant uncertainties.

The Group, therefore, felt that there is considerable merit in retaining the cadre system, and that it would present no insuperable problems to build the necessary diversification of jobs and specialisations within a cadre itself The Group makes the following recommendations in this behalf:—

(1) The initial entry into the cadre of a department should be secured by means of an open recruitment and by promotions from the subordinate service in a certain pre-determined proportion. For instance, in the senior Agricultural Service, 75% of the recruitment may be done from open market and 25% from the Agricultural Subordinate Service

(2) In the first few years of their service, say 6 to 8 years, all of them should be posted in jobs of a generalised nature For instance, a Doctor recruited to the service may be posted in dispensaries without particular regard to his specialisation as a Physician, or a Surgeon or a Dermatologist If there are a number of groups of generalised jobs in a department, then a person should be made to

serve in at least three such groups, during this period of 6 to 8 years with a minimum of two years in each such group.

(3) During the course of this initial period of general experience in the department, the performance and aptitude of each one of them should be appraised and such of those who show special qualities suiting the requirements of the needed specialisation in the department should be picked out to occupy those specialised posts

(4) The persons so chosen should then be specially trained as necessary, in the specialisation concerned before being posted on the specialised jobs

(5) They would continue to remain in their specialised field of activity. They should however, be eligible for jobs like Heads of Departments or Joint Heads of Departments, which are more of an administrative nature, so that the mere fact of specialist does not deprive them of the highest posts in the Department

(6) If need arises in a department for a new specialisation, the expertise of which is not available in the department, like demographer in the department of Statistics, lateral entry would become inevitable and has to be resorted to However, while a specialist may be recruited from outside the service or even from outside the country, either on a short or long term basis, simultaneously recruitment should be undertaken at the lower level in that particular field of specialisation so that in course of time the department is able to build up its sub-cadre in the related field to succeed the outside laterally recruited entrant.

(7) Consultancy agencies outside the Government may be utilised when the need for some specialised job or study is of short term and of temporary nature Though the consensus in the Group was decidedly in favour of the cadre system with modifications, as detailed above, nonetheless it was not averse to the idea that a department, which has a large number of sub-specialisations, may be selected on a pilot basis to test out the actual results of the lateral entry system

PROMOTIONS POLICY

The Group was of the view that a sound promotions policy was crucial to the effective operation of the cadre system, as detailed above Things as they are now, it often happens that after a man has gained experience in a particular field of activity and his continued presence there would be in the interest of work, he is moved out to a different field when his turn for promotion comes This results in not only the deprivation to the department of his specialised experience, but

also in a sense of bewilderment and consequent lack of job satisfaction in him by being saddled with job, no doubt higher in pay or status, in which he has not developed the same expertise as he had done in the previous job For instance, a Reader in Cardialogy may have to be posted as Prof of medicine when his turn for promotion comes The Group, therefore, makes the following recommendations in this behalf —

(1) Equal opportunity of promotion should be made available to all the specialised sub-cadres in a particular cadre. For instance, if the Designs Engineer, who is of the level of an Executive Engineer in the office of the Chief Engineer, P W.D. (B & R), is due to be promoted because his turn has come on the basis of merit/seniority, it will be wasteful to promote him as a Superintending Engineer incharge of a Works Circle just because there is no post of Superintending Engineer in the Designs Section. He should be given the pay scale of a Superintending Engineer in the Designs Section itself The additional expense incurred will be more than compensated by the continued availability of the specialisation of that man on the designs side Undoubtedly, in higher administrative jobs, like Chief Engineer or Additional Chief Engineer, the selection will be open to all the specialised sub-cadres on the basis of seniority-cum-merit.

(2) In cases like the medical educational service where a person starts right from the very beginning in a specialised sub-cadre, it should be ensured that a clear line of promotion is available to him right upto the top It should not be that a specialist should not be able to proceed beyond the post of Reader just because there is no post of Professor in that field The number of posts that will actually need to be increased on account of this factor would not be large in practical terms In fact, if clear promotion patterns are devised, the strength of higher posts would be clearly determined unlike the present practice of creation of a number of posts on *ad hoc* basis.

Steps to be taken for career development and proper placement—Very little effort has been made in the State, to undertake any clear and coherent measure for career development consistent with the exigencies of job needs in a cadre. The tendency has been to just fill up posts without regard to the experience and aptitude required for the job The policy in fact needs to be so divised as to ensure the fulfilment of the needs of the organisation on the one hand and the identification and full development of the potential of individuals occupying positions in the organisation on the other. The

salient features of the development of this policy are conceived of as follows:—

1. Job analysis and identification of skills
2. Specialised training
3. Devising more objective methods of performance appraisal.
4. Aptitude testing.
5. Advance planning of man-power requirements in the light of job classification and anticipated new specialisations.

The intention of the above steps is to identify the skills and requirements of jobs in a particular department and also to locate most appropriate talent available in the department to man each post It has already been mentioned that the first 7 to 8 years of a Government servant's career should be so planned that he is afforded an opportunity to serve in different fields of activity related to a service After having gained general experience of the working of the department, every member of the service should be encouraged to specialise in a particular field of activity. The area of specialisation should be determined by the Government taking into consideration the qualifications and aptitude of the individual Officer While doing so, views of the Officer concerned should also be obtained Having determined the area of specialisation, the Officer should be deputed to undergo a specialised training course having a bearing on the specialised sphere of activity determined for him The training, thus, will be given not only at the stage of initial entry in the service but also at the midcareer level. As such there would be need to create training reserves not only for the junior posts but also for midcareer posts.

The need for devising more objective methods of performance appraisal particularly oriented to implementing a sound placement policy is obvious, because the present method of appraisal is far too generalised and subjective in character and does not bring out a correct perspective of the real potential or capabilities of the individuals It is quite possible that an Officer may be very intelligent and capable of much better output otherwise, but due to his being assigned to a job for which he has no aptitude or the necessary experience, he is not in a position to give out his base

The Group was of the view that it was necessary to set up a Performance Evaluation and Career Development Unit in the Appointments Department and similar cells with the Heads of Departments.

The units at the Government level would guide the cells in the Departments which would actually be making the analysis and assessments as mentioned above and advising the Government and the Heads of the Departments respectively in drawing up a clear plan of action.

Every department of the Government must in principle relate its placement policy with job requirements on the one hand and the skills and experience developed by individual members of the Department on the other. In order to conceive and implement such a placement policy, both long term and short term recommendations must be made by the Performance Appraisal and Career Development units/cells which, after approval by the Government, must be strictly adhered to One of the functions of the Performance Appraisal and Career Development unit attached to the Appointments Department, would be to watch the manner in which the placement policies are evolved and adhered to by the various departments of the Government. The unit should submit an annual report to the Council of Ministers for consideration

Transfers —In relation to the policy on transfers, the following recommendations are made:—

(1) As stated above, the policy relating to the posting and transfers must be integrally linked with the recommendations made by the performance appraisal and career development units/cells.

(2) Frequent transfers must be avoided. Government orders already exist to the effect that transfers should not be effected prior to the expiry of two years on a particular post save with the approval of the next higher authority In order to ensure more effective implementation of this order, it should be prescribed that transfers before the expiry of two years on a particular post should only be ordered by the next higher authority to the one normally competent to effect such transfers.

(3) Officers belonging to the State and Subordinate services should not normally be posted in their home districts. Exceptions, if any, made to this rule should not relate to the functionaries who have public dealings of any kind. The Government has already ordered that the members of the subordinate service should not be posted outside the region in which their home district lies. One of the difficulties usually experienced by the Officers, specially those in low-income groups, is lack of suitable residential facilities at some of the places of postings. The Group therefore recommends that the Government may take adequate steps subject to availability of funds, to overcome this problem.

(4) Instances have come to notice in which transfer orders once issued have been cancelled, modified and changed soon after issue. This practice reduces the sanctity of the Government orders, breeds indiscipline amongst the services, gives rise to other unhealthy trends and should to the extent possible be avoided

(5) The Group has already recommended that after a period of about 6 to 8 years in the service, all the members of the service should be encouraged to specialise in specific fields of activity and be trained for the purpose. Once the Government servant is assigned to a particular speciality, he should not be moved from it except in the case of his promotion to the highest level in the service. However within that speciality, he should not remain at a particular place of posting for less than three years and more than 5 years.

(6) There are some parts of the State which are considered as inconvenient or difficult and there is tendency to avoid posting to such places. The State may be divided into three classes of area (a) Good (b) Average and (c) Difficult. With a view to avoid dissatisfaction amongst the services and provide equal opportunities, every member of each service, in the course of first six to eight years of his career, should be posted for a period of two years in the difficult areas and for the remaining period by rotation in other areas.

Manning of Senior Posts in the Government—One of the recommendations made by the A.R.C. was to categorise the senior posts into functional and "other than functional" groups Further on, they have classified the posts in "other than functional group" into 8 specialisms and have suggested a machanism for filling up the posts both in the functional and "other than the functional" areas.

These recommendations basically had a perspective and focus on the manning of Central Government jobs and to a large extent are not applicable to the staffing of the senior posts in the State Government where structuring and context is quite different However the suggestions made by the Commission were considered by the Group and three points of view were forcefully posed One was that posts in the Secretariat Departments dealing with the technical departments of and above the level of the Deputy Secretaries should be manned by the Officers of the technical departments concerned in view of the fact that they possess the necessary technical background and experience in the subjects being dealt with, and would be in a better position to advise the Government in the matter of formulation and implementation of policies relating to that Department.

The second view point expressed was that a higher civil service should be constituted and officers belonging to all the State Services should be eligible to compete for entry into such service. All the higher posts under the State Government which do not require specialised technical knowledge should be encadered in such service.

The third view point was that a clear distinction should be made between the functions to be discharged in the Secretariat and at the level of Head of the Departments. The formulation of the Government policies demands a much wider perspective in the consideration of departmental proposals than those relating to the department itself and necessitates the evolution of an optimal course of action taking into consideration departmental needs, the resources available with the State, manifold needs and aspirations of the people and to the overall policies and objectives of the Government. For an Officer to be able to discharge these functions effectively, it is very necessary that he should have come into intimate contact with the people, with their representative institutions and he should also have gained familiarity with the working of different Government departments. It is in this context that the experience gained in their field assignments by professional administrators is essential and of direct relevance to the manning of the senior posts in the Secretariat being manned by them.

It was also stated that the modern age is one of increasing specialisation With greater specialisation, the greater will be the need for co-ordination of the activities of the organisation as a whole, to prevent the total picture from becoming disjointed and unbalanced. Co-ordination is a function which cannot be performed by specialists but by administrators possessing the background referred to above. In the light of these considerations, it is necessary to retain the present system of specialist administrators to occupy the higher senior position in the Secretariat and co-ordinating position in the field

After discussing all the above view points, the Group felt that processes should be initiated for job analysis on scientific basis of each post of the level of Dy Secretary and above in the Secretariat as also of analagous posts outside the Secretariat with a view to determine whether these posts should remain encadered in a particular service or be thrown open to the members of other services as well.

Report of Working Group on Promotion

This working group has been entrusted with the work of drawing up a sound and systematic promotion policy for public services. It needs hardly to be emphasised that the policies governing recruitment, training, placement and promotion in public services are inextricably interlinked and call for an integrated approach. The first and foremost requirement is obviously to recruit the personnel having the necessary qualifications and to train them adequately both at the time of their recruitment and for the responsibilities during the course of their career that they may be called upon to discharge from time to time Along with proper recruitment and training goes the policy of placement and deployment which should ensure that the personnel have full opportunities for developing their potential and aptitude. It is only in the background of a sound recruitment, training and placement policy that a proper promotion policy can be evolved which can take care of the organisational needs and the organisational morale.

2. In our view, any systematic promotion policy should take into account the following three basic factors :

(a) The motivation and morale of the services should be maintained at a high level;

(b) Subject to satisfactory performance of one's duties, a person should have adequate opportunities for career advancement up to certain levels;

(c) Beyond certain levels, merit should be the main criterion for further advancement.

3. The maintenance of the morale of the services requires that promotions are not only done in an impartial and objective manner but appear also to be done so. It is the prospects of promotion that, from the human point of view, bring out the best in a public servant, and any system of promotion should be such as to generate the confidence in him that efficiency and initiative would be recognized and rewarded and that the avenues for further advancement are kept open to him in an impartial manner. This in turn would require that there is a system for an objective and impartial appraisal of the performance and potentialities of a public servant. In the present set up of our administration, the performance assessment reports or the Annual Confidential reports as they are commonly known are the best measure of a person's merits and capabilities, and their proper preparation is, therefore, of crucial importance in the promotion system. Experience has shown that the existing procedure for drawing up ACRs suffers from several defects, the foremost of which is that the same form is used for a variety of services and posts. As another Working Group is engaged in formulating scientific performance assessment reports, we confine ourselves to suggesting two broad considerations only, namely that:

(a) different forms must be prescribed for different posts and services, taking into account their job requirements;

(b) the form should be so divided as to cover the person's performance of the duties with regard to the particular post he holds, his overall rating and evaluation of his capabilities and potentialities for discharging higher responsibilities.

4 Granted that the performance and potentialities of a public servant would be assessed in as objective a manner as possible through the system of performance assessment reports, we feel that every public servant should have opportunities to rise to certain levels subject to his discharging his duties satisfactorily. In other words, promotion up to certain levels should be on the principle of 'seniority with due regard to merit'. On an overall consideration, we would recommend that this principle should apply to all promotions from junior to the next higher scale in the State services and to all posts in the subordinate, ministerial and class IV services. On this principle,

a person will be eligible for promotion according to his seniority on the basis of satisfactory performance assessment reports alone, but even so, we feel that the promotions in the case of State and subordinate services should be done through Departmental Promotion Committees to ensure objectivity. Wherever the PSC has been associated with the DPC, further reference to PSC is considered unnecessary. We do not consider it advisable that there should be any method of mathematical evaluation of the assessment reports. In our view, the entire service record of the person, should be scrutinised by the D. P. C , and an overall assessment should be made as to whether he is fit for promotion.

5. Beyond certain levels, promotion in public services should be based entirely on the principle of 'merit with due regard to seniority.' This principle will apply to promotions to selection scale, State and regional level posts in the State services and to promotions from subordinate/ministerial to State services. Here, merit will be the sole criterion for promotion, and the element of seniority will come into play only if more than one person is adjudged to be of the same merit. The adoption of this policy will obviously require a methodical assessment of the relative merits of the eligible persons We do not consider it advisable that there should be any marking system for the evaluation of the performance assessment reports. The entire service records of the person, including acquisition of additional technical/professional qualifications, training experience etc should be carefully scrutinised by the DPC with a view to adjudging his calibre and suitability for the higher post. Wherever necessary, the persons concerned can also be called for interview.

6. We feel that in any system of promotion where merit is to be given due recognition, there should simultaneously be a procedure for weeding out inefficient hands. At present there is no provision for weeding out such persons except that of compulsory retirement on completion of twenty five years of qualifying service or fifty years of age. The CCA Rules do not provide for an effective and speedy method in this regard. We suggest that there should be a continuous and periodical screening of persons after say ten, fifteen, twenty years of service, and those with consistently poor record of service should be compulsorily retired in public interest.

7. We have considered the question of the proportion that should be maintained between direct recruitment and promotion in public service, but with the limited time at our disposal, we have not been able to go into the details. In our view, there should be reasonable balance between the need for keeping adequate promotion

opportunities available to in-service persons, and the induction of fresh blood into the services at various levels.

8. In the end, we would draw attention to the imperative need for the timely preparation of seniority list and the regular meeting of the D. P. Cs. Promotion delayed is virtually promotion denied. For maintenance of the morale of the services, and for avoiding the complications which arise because of delay in promotions, it is essential that promotions are given whenever they fall due.

Report of Working Group on Performance Appraisal

Why Performance appraisal ?

In all systems of personnel administration, the performance appraisal constitutes an important part The effectiveness with which an administrative organisation functions is very largely dependent on the manner in which its employees function It is thus obviously necessary to evaluate performance of individual employees from time to time to find out how well they are doing their job

Performance appraisal systems are undoubtedly of considerable use. Some of the ways in which administrative organisations make use of performance appraisal may be listed here .

(1) To keep employees informed of what is expected of them and how they are doing their job.

(2) To provide continuing record of an employee's performance.

(3) To tell a good worker from a bad one and to reward good worker and help remove deficiencies of a poor performer.

(4) To find out training requirements of employees for various kinds of skills

(5) To help in the placement, promotion and related service matters of employees.

The performance appraisal system should be such that it enables employees to better their own performance, keep their morale high and serves various organisational purposes well. In making its observations and recommendations the working group has been guided primarily by these considerations.

Job description and performance standards.

Before performance appraisal can actually begin, it is necessary that the employee has a clear notion of the job he is expected to perform Unless he has full understanding of his assignment, he cannot be expected to do the job in the best manner possible. Preparation of a job description is easily the best way in which this knowledge can be instilled in an employee's mind.

Having drawn up job descriptions for various categories of employees the next step is to tell an employee what, how well and how much he is expected to do in order that he may attain his job goals and objectives In other words performance standards must be laid down.

Preparation of job descriptions and performance standards are not easy matters While this can be done in case of a large variety of jobs that the Government servants are called upon to perform, there are other jobs where it may be difficult to precisely reduce to writing their description and standards to be attained in performing them. For instance, there are various laws, manuals, instructions etc. that tell the Collector what he should do and how he should go about doing it. But the nature of his duties is such that it sets limits to the task of telling him what he should do in certain circumstances. There are so many imponderables in situations of law and order and many other emergencies that job description can adequately equip him to deal with them On the other hand, there are jobs for which it is fairly easy to lay down both what is expected of an employee and how well he should do that The effort to prepare job descriptions and performance standards must however continue and a committee which will be referred to later should see to it that this is done to the extent possible. As experience is gained these statements will get refined and eventually turn out to be the tools that may be relied upon in the delicate and important matter of appraising the performance of employees

Objectivity in rating

In judging the performance of his subordinates the reporting officer has to be guided by considerations of equity, justice and fair play. Subordinates sometimes are not able to do what is expected of

them, not due to any of their faults but owing to certain circumstances completely out of their control. This has to be given due consideration.

Training in writing appraisal reports can be of great practical value to reporting officers. While it should not be necessary to arrange training of senior officers specifically for this purpose, they should be educated in this matter whenever they get opportunities of attending short term courses that are arranged from time to time at the Harishchandra Mathur State Institute of Public Administration, Jaipur Discussion of this problem in the annual Conference of Senior Administrative Officers can also be a useful method of instruction. A Manual of instructions for the guidance of reporting officers should also be drawn up and circulated amongst all concerned.

One way of inducting greater objectivity in performance appraisal is that the employee reported upon should submit by April 30 every year a brief summary of the work done by him highlighting his particular achievements and difficulties encountered in doing the job. This should form part of the appraisal report The manner of writing this narrative could also be prescribed The reporting officer should then proceed to give his own evaluation In the event of an employee not submitting the self-appraisal report in time, the reporting officer should go ahead with his business of writing the appraisal report The subordinate would then lose the chance of submitting it This procedure need not apply to the non-supervisory ministerial staff

Adverse entries

The reporting officer has an obligation to go on advising sub ordinate about deficiencies that he may notice in him It is only when he does not improve despite his superior's efforts that an adverse remark should be recorded

Where an adverse remark has to be recorded the reporting officer should append to the report a detailed note giving the reasons for doing so If reporting officer does not follow this procedure, the reviewing officer should call upon him to justify the adverse remarks.

The employees reported upon adversely must have a right to represent against these remarks to the appropriate authority

Great delays occur at present in communicating the adverse remarks and also in finally disposing them of. This sometimes adversely affects the employees, particularly if Departmental Promotion Committees meet in the intervening period It has, therefore been felt necessary to fix time limits for submission of self appraisal reports, communication of adverse remarks, their disposal etc

The reporting officer should submit the report to the reviewing officer by May 31. The reviewing officer after recording his remarks should send the report to the Appointments Department/Appropriate Authority by June 30 The Appointments Department/Appropriate Authority should then communicate adverse remarks by July 31. Representations against adverse remarks by the affected employees should reach Appointments Department/Appropriate Authority by August 31 Action on the representations should immediately be taken and the whole case should be finalised by October 31 imperatively.

In communicating the adverse remarks sometimes only an extract from the report is sent to the concerned employee As a matter of fact remarks in full should be communicated and not extracts only, which taken out of context do not convey the real meaning. To cite an illustration, if only the *underlined* portion of these remarks "his work is quite satisfactory but *there is scope for improvement*" is communicated, the real meaning would not be conveyed resulting in undue frustration in the mind of the employee.

"Outstanding" entries

Sometimes performance is categorised as "outstanding" though there may be nothing so deserving in an employee to justify that. In order to ensure equity and fair play to all employees, it is necessary in such cases for the reporting officer to add a note giving his reasons for recording such remarks

Integrity assessment

At present the reporting officer is required to certify integrity of his subordinates annually In practice this certificate has come to be recorded purely as a matter of routine. The reporting officers have difficulty in having any direct knowledge of facts casting reflection on their subordinates' integrity and it is therefore too much to expect that they should certify their integrity. There is also hesitation in withholding this certificate for the reason that reporting officers are subsequently asked to furnish facts on the basis of which the certificate was withheld But since integrity is a vitally important attribute of the government employees, this should find a specific entry in the personality column. It is, therefore, felt that instead of *certifying* integrity only a statement that "Nothing has come to my notice which casts any reflection on the integrity of Shri———" should be enough Instead of recording a certificate only integrity assessment has to be recorded

Appraisal forms

Jobs that employees of various categories are expected to perform differ so markedly that it really is not possible to evaluate

their performance by any uniform set of standards. It is in recognition of these differences in the nature of duties of various categories of employees that in Rajasthan there are three different forms currently in use It is felt that they are of limited use in evaluating performance of a large number of employees doing a variety of jobs. While it is true that the government employees in whatever sphere they might be working should possess certain common attributes, it appears necessary to judge their performance in their assigned jobs by standards appropriate to their situation

The task of designing forms is a complicated affair. The Harishchandra Mathur State Institute of Public Administration, Jaipur has done very useful work in this connection To the Discussion Paper on Performance Appraisal is appended an Appraisal Form which in the Working Group's view will, with certain amendments, meet the requirements for officers of all State services and subordinate services functioning in supervisory and executive capacity. In order to correctly evaluate the performance of officers in different functional areas Part II of the Appraisal Form should be carefully examined by the committee proposed in the Discussion Paper which will suggest necessary modifications to suit particular requirements of different departments

It is also recommended that for the remarks of the reviewing officer (item 19 of Appraisal Form) the form proposed by the Union Home Ministry for All India Services may be adopted

For the ministerial services two forms that are proposed by Shri V Kumar in his book "Performance Appraisal Systems and Techniques" will be of help with necessary modifications as may be suggested by the proposed committee in the context of administration in Rajasthan

For the top executives the appraisal form need not be too elaborate Their performance should be evaluated primarily by the following considerations .

(1) Implementation of State policies and programmes.

(2) Capacity to take quick and sound decisions.

(3) Relations with the public

(4) Capacity to inspire confidence and build up competence amongst his colleagues and subordinates

Performance appraisal report

Consistent with this approach to evaluating the performance of an employee, it is recommended that this document henceforth be called "Performance Appraisal" instead "Annual Confidential Report".

Part II—REMARKS OF THE REVIEWING OFFICER

1. Length of service under Reviewing Officer.

2. Do you agree or disagree with the assessment of the officer given by the Reporting officer ? Is there anything you wish to modify or add ?

3. General remarks with specific comments about the general remarks given by Reporting officer and remarks about the outstanding work of the Officer.

4. (*a*) Fitness for promotion to higher grade(s) in his turn
   (*i*) Fit
   (*ii*) Not yet
   (*iii*) Unfit.

   (*b*) Has the officer any special characteristics and/or any outstanding merits or abilities which would justify his advancement and special selection for higher appointment out of turn ? If yes, please mention these characteristics briefly.

   (c) Recommendation regarding suitability for other spheres of work viz.

Signature of Reviewing Officer.

Name in Block letters——————————

Designation——————————

Date——————————

Report

of

Working Group

on

Training

The group cosidered the views expressed in (i) Discussion paper on Training, prepared in the Institute, (ii) the paper by Shri B. Mehta, and (iii) information given in "Introduction to Harishchandra Mathur State Institute of Public Administration". The Group also examined the recommendations of the State Committee on Training and the Administrative Reforms Commission.

The objectives of training could briefly be spelled out as follows :—

(i) Attainment of precision and clarity in the transaction of business.

(ii) Continuing adjustment of the official's outlook and methods to the new needs of the times.

(iii) Inculcation of broad views to counteract the tendency towards machine-like efficiency

(iv) Vocational training, not merely to fit the individual to his present work, but also to develop his capacity for higher work and greater responsibilities.

(v) Special regard to staff morale, in order to counteract the adverse effects of routine work

One of the important objectives of training should be inculcation of proper attitudes in the public servant towards his colleagues in his department and the public. A common criticism against public servants has been lack of sympathetic approach to the problems of the common man, excessive devotion to precedent, remoteness from the rest of the community, inaccessibility, lack of initiative and imagination, procrastination and unwillingness to take responsibility or to give decisions. No effort should, therefore, be spared in developing both during the Foundational Course and in the Job training correct attitudes and skills which counteract these deficiencies Besides these general objectives, training has of necessity to be related to personnel policies and procedures and its effectiveness is contingent upon their soundness.

Another important objective has to be the development of the employee for assuming higher responsibilities and therefore training must anticipate job requirements of the foreseeable future as well as those of the present.

The Group considered training for the following categories :

(a) State Service;

(b) Subordinate Service; and

(c) Ministerial Service

It also examined the desirability and content of Specialised Training, In-service Training, Training of Trainers, relationship of the State Institute of Public Administration *vis-a-vis* other State Training Institutes with particular reference to the All Purposes Revenue Training School, Tonk; Police Training School, Kishangarh; Commercial Taxes Training School, Jaipur; and Tribal Orientation and Training Centre, Udaipur.

STATE SERVICE

(a) *Post-entry Pre-service Training.*—The Group generally agreed with the content of Foundational training imparted to State Services in the Institute It, however, felt that greater emphasis needs

in the Institute It, however, felt that greater emphasis needs to be given to management component of this training. Inculcation of values and attitudes consistent with principles of development and democratic socialism also require greater emphasis. The Institute may consider new methods and approaches for developing both sensitivity to public needs and a sense of urgency and service in execution of various responsibilities

Knowledge of economic and social frame work within which the public servants would have to function and an awareness of our cultural traditions or cultural conditions also has to be imparted It was generally felt that the traditional lecture method is inadequate for accomplishing this object and that a more innovative and experimental approach to training was needed.

It was thought that attempt should be made to apply such training techniques that would allow officers to engage in a critical examination of their own attitudes and preceptions about the relationship between civil servants and the public Foundational training should assist the civil servants to appreciate the importance of co-operation with their colleagues and to develop understanding, both for problems of other officers in the same or other departments of the Government

The Group recognised the fact that, with the present faculty strength, the institute would not be able to cope with the backlog of officers who have yet to receive Foundational training It would, therefore, be enough if the Institute, for the time being, imparted Foundational training to the relatively younger group of new recruits and if necessary, had a combination of Foundational and Refresher training for such of the officers who had not undergone this training, but were due for Refresher courses Details of such arrangement will have to be worked out in consultation with various departments concerned. The Group considered that the period of training may, if possible, be extended from 8 weeks to 12 weeks.

Officers of the Judicial Service do not receive Foundational training at present. In the opinion of the Group, this training is essential for them. The Group understands that this matter has already been taken up by the Institute with the High Court

JOB TRAINING

The success or effectiveness of job training is contingent upon identification of job requirements and the Group felt that a consistent effort has to be made in that direction before organising such training. To the extent possible, various departments in consultation with the

Institute, should conduct job training. In an instance where the size of the departments would not warrant departmental training, several departments with similar or related responsibilities might co-operate in organising and conducting such training. The group recommends that a panel consisting of the Head of the Department as the Chairman, a representative of the Institute and a representative of the related academic institution should draw up details of such training. This, as mentioned earlier, should be related to the job requirements which ought to be laid down for various categories of personnel in the departments.

FIELD TRAINING

Subsequent to the training in the Institute, field training should be organised for each department The content of the field training should give the officer an exposure to actual working conditions that he will be expected to encounter. The field training should be so designed as to equip the officer not only with vocational skills but also with understanding of the total environment in which he has to work, i e. attitudes and expectations of his client and the behaviour of other functionaries, both political and civil service, with whom he has to be associated This training should give more attention to participation for a sufficiently long duration, in the actual life of the community so that he can be more responsive to the needs of those whom he is obliged to serve. For officers of the Administrative Service and, in some measure, for other services also, adequate understanding of the customs and traditions obtaining in the rural areas is very essential. Some of the old settlement reports provide this information in adequate measure The Group, therefore, recommends that some of these reports should be printed and made available to these officers for study.

During the settlement training, it should be made obligatory for an officer of the Administrative Service to survey 500 Khasra numbers and write a report on the socio-economic aspect of that particular village.

The supervisory officer should be asked to send a detailed report on the performance of the officer during the course of field training, his interest in the training programme and the extent to which he could adjust himself to those conditions.

Field training should be followed by "feed back" to the department as to identify areas where additional training might be provided. The department should consider this training as a basis for providing additional training and experience as might be required.

IN-SERVICE TRAINING

The State Committee on Training has made detailed recommendations with respect to in-service training in the form of Refresher courses (a) at the age of 30 to 35 years and (b) at the age of 40 to 45 years. The Group, however, felt that the governing factor for providing refresher training should not be age but rather the availability of opportunities for new assignments and higher responsibilities In case where such opportunities may not be available, for instance where an officer continues to be in one position for an extended period of time, he should be obliged to undertake the training in the interest of receiving exposure to new practices and procedures which are relevant to his job assignment.

SPECIALISED COURSES

With the growing specialisation of governmental activity alround, a stage has been reached when civil servants will have to be trained for particular areas of specialisation. "The administrative functions have become so difficult and complicated that a generalist while possessing common sense and understanding of public affairs and management, must have a greater degree of specialisation in some field or other." *This training will have to be in diverse fields. At the middle level, different groups will have to be given specialised training so that after putting in 15 to 20 years service, he cultivates a measure of specialisation. The specialisation, needless to say, has to be related to the more important problem of career planning.

The Group also considered the need for programmes which may not have a direct bearing on one job but which are designed to develop wider understanding of socio-economic problems of society and of public affairs generally. Self-education programmes should therefore, be encouraged by granting of study leave on liberal terms and allowing the officer to spend 6 to 12 months in an institution of his own choosing

While officers of the Indian Administrative Service and other All India Services do have, at any rate in theory opportunities of going to the Centre, such opportunities for the State cadres are conspicuous by their absence The Group, therefore, recommends that opportunities to these officers should also be made available in the Ministries of Finance, Commerce and Industry and Home. The Chief Secretary, should ensure that officers sent on deputation to the Central Government are assigned positions which may conform to their anticipated duties in the State, so that their deputation to the Centre is of benefit both to the State and the Central Government.

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*Shri L P Singh.

The Group recommends that the Institute in collaboration with the appropriate departments organise specialised courses that would serve particular administrative needs in special areas of public policy-examples of such training might be Planning and Development. Performance—Budgeting, Operational Research, Work Study etc. Such training would obviously cross departmental lines and would be geared to areas of common concern to more than one department.

MANAGEMENT COURSES

It is recommended that emphasis should be given to Management training. This would be accomplished by including a Management training component in the Foundational training as well as establishing courses at both the lower and the higher levels of administration that would deal exclusively with the problems and techniques of Government management. The duration of Management training should be about 4 weeks Higher Management training should be provided at intervals for a period of 3 to 4 days. The State Committee on Training has made detailed recommendations about the participants in such courses. The Group, however, felt that in the Higher Management course, Secretaries to the Government, Heads/Additional/Joint/Deputy (wherever there are no Joint Heads of Departments) and a few senior Collectors should be invited.

SUBORDINATE SERVICE

(i) *Foundational Training.*—The Institute has so far been organising Foundational courses for State services In the opinion of the group such courses for subordinate services, as recommended by the State Committee on Training, are very essential Recognizing that the volume of work for imparting this training to the various cadres in this category of services would be large, the group is of the opinion that a special staff for conducting this training should be established in this Institute Requisite accommodation (residential and class room) should be added as required. An alternative arrangement could be to have a Foundational Training Centre which would conduct Foundational/Orientation training for all cadres (State and Subordinate Services). This Centre be affiliated with the Institute. The duration of Foundational course for the subordinate services should be about 4 weeks.

The Group felt that in case the number of persons to be trained in various departments become unmanageable, the employees of the Education Department, except Headmasters, may for the time being, be left out of this training.

JOB AND FIELD TRAINING

Various departments should provide Job training along the lines indicated under the category of Job training for State Services with appropriate modifications being made for the level of responsibility and nature of the work to be performed Wherever possible, this training could be provided simultaneously or jointly for both the State and the Subordinate Services where interests are common to each of the Services, as for example—for Engineering Services some of the common items could be inviting of tenders, preparation of contractor's bills, preparation and maintenance of accounts and stores etc This arrangement might also facilitate better communication between the various Services and contribute to the democratization of our personnel system.

The field training of these Services should be organised generally on the lines suggested for the State Services except that greater emphasis should be placed on a tour of longer duration in the rural areas

MINISTERIAL SERVICE

The Group felt that training for these services has been badly neglected Systematic training should be provided to these services also. Because of the magnitude of this task, it was felt that the responsibility for conducting such training should reside with the various departments, but that the Institute should equip trainers to organise and conduct such training for the departments Content of this training programme could also be drawn up in consultation with the Central Secretariat Training School, which has been conducting such training for the Central Secretariat Ministerial staff. For developing training techniques the trainers from the State Government could be deputed to this School and in the course of time, sufficient expertise built up in the Institute for the training of trainers for ministerial staff.

The Group also recommends that a Committee be constituted for working out a detailed syllabi of training for such Services This can, of course, be supplemented to meet specific need of each department

RELATIONSHIP OF THE INSTITUTE WITH OTHER STATE TRAINING CENTRES

Concern was expressed about the neglect of some of the special training Schools operating in the State Specifically, reference was made to the All Purposes Revenue Training School, Tonk and the Police Training School, Kishangarh. It was recommended that the

State Institute as an Apex Institute should take a more direct interest in and assume greater responsibility for their activities. This could be accomplished by shifting the All Purposes Revenue Training School from Tonk to Jaipur, placing it under the direction of the Institute and also organising training in commercial taxes for Assistant Sales Tax Officers and the Sales Tax Officers here. The existing School may continue to cater to the needs of training of Inspectors and other staff of the Department.

The Tribal Orientation and Training Centre at Udaipur may continue to be at Udaipur but in the opinion of the Group, there was need for greater faculty support to this Centre from the Institute as also delineation of areas of training between the Institute and the Centre Collaboration between the Centre at Udaipur and the Institute would be based upon the training strengths of the respective institutions

As the Director of Training for the State, the Director of the Institute should assume greater supervisory responsibility for the working of this Centre and other Institutions in the State. In order to assure that all training schools in the State are staffed with competent trainers, the Institute should undertake specialised training for trainers.

ADDITIONAL GENERAL PROBLEMS

Identification of training needs.—Since relevant training requires that the needs of the trainees be identified, the Group recommends that the Institute should provide technical assistance to the various departments for identifying the training needs of their employees at all levels.

Man power resources for training—In addition to training faculty of the various institutions, it was felt that the State should adopt a programme whereby various services could have available a panel of departmental officers with knowledge of training. These officers would be available for deputation to assist the department with the development and implementation of its training programmes Also, it was deemed advisable to capitalise upon the training expertise developed through specialised instruction and experience in training institutions by placing such persons in positions where such expertise would be relevant

In order to ensure that the departments of the Government assign adequate priority to training, the Group recommends that the

officer at the headquarters responsible for personnel management or establishment should also assume responsibility for training. This officer, wherever the number of employees so warranted, may have to be assisted by another officer in order to give adequate attention to this work. The officer made responsible for training would also serve as a Liaison Officer between the Institute and the Department both for organising training programmes for various categories of employees and for working out syllabi of the various courses. In course of time, the Institute with the assistance of its technical staff would assist this officer in identifying the training needs of each department.

The Group recommended following measures for proper staffing of training institutions.—

(1) That persons selected for training assignments be from among the most qualified in the Service.

(2) That there should be appropriate incentives for accepting such assignments.

(3) That promotion opportunities should be made available to them in their capacity as trainers.

(4) *That training positions* should be occupied for a period of not less than 5 years in order to permit the institution to develop faculty strength

(5) Assignment to training institutions should be considered additional qualification for promotion to attract really competent people for such assignments

There is need for continuity in staffing institutions, especially the higher *echelons*. In the opinion of the Group, therefore, it is desirable that the Dy Director/Vice-Principal is selected with the ultimate objective of grooming him for the post of the Director/Principal.

A related concern of the Group was under-utilisation of possible training resources in the University of Rajasthan and Institutes of Management and allied institutions. It was felt, therefore, that initiative should be taken to involve these institutions in designing and conducting certain types of training for which they have special competence Also members of the University staff under arrangements to be mutually agreed upon between the University and the Government should be deputed with the Institute and other Training Schools for a temporary period. Such assignments would help to raise the academic standard of training and also to equip the University staff with greater appreciation of the practical problems of the Government. Initially, this could be tried in a few departments like Agriculture, Animal Husbandry, Co-operative and Engineering.

Recognising that there is constant need for more effective communication between different segments of the society, the Group suggested that programmes be developed in collaboration with the Centre for continuing Education, University of Rajasthan, and Rajasthan State Industrial and Mineral Development Corporation Ltd around such areas as relation between civil servants and political leaders, the executives in business in industrial undertakings and the Government, to bring about greater understanding and appreciation of problems of mutual concern.

Incentive for training.—In order that the departments are able to provide the requisite number of trainees, it is essential that in each cadre provision for training reserve is made. The size and scale of such reserve would have to be determined by the concerned departments. General resistance to deputation for training should be discouraged by an adverse entry, if an officer has failed to avail himself of training opportunities offered.

Similarly, there is need for generating better sensitivity in the Heads of Departments to the importance of training in accomplishing departmental objectives. In order to ensure that the training has its rightful place in the priorities of the department, specific budgetary allocation relevant to the number of people to be trained and resources required to provide such training should be made.

General problems.—In order that the training programmes give to the State Government adequate dividends, the Group strongly recommends that at least for the State Services, a scheme of career planning should be taken up. To begin with, it may be introduced in one or two major departments. A Committee, consisting of the Chief Secretary, Special Secretary Appointments, Secretary of the Department concerned, the Head of the Department and the Director of the Institute should be constituted for the purpose. On the basis of recommendations of this Committee, avenues of providing specialised courses of training to equip officers with requisite knowledge of the career envisaged for them, should be explored. This Committee should periodically review the performance of the officers in the areas of specialisation proposed by the Committee, so that corrective and remedial steps could be taken in time.

The Research and Extension Cell of the Institute should be continuously engaged in the appraisal of techniques of training, its content, and the improvement in performance of officers trained both in the Institute and in other departmental training programmes A separate Cell for identifying trainee's needs for some of the important

departments should be established in the Institute This Cell would help the Departmental Head in identifying the training requirements of his department and in arranging for more rational and efficient personnel utilization.

ADDRESSES

WELCOME ADDRESS

1 Respected Chief Minister, Respected Union Home Minister, Distinguished Guests and Distinguished participants

2 On behalf of Harishchandra Mathur State Institute of Public Administration, on behalf of my colleagues and on my own behalf I extend to you my most respectful welcome Sometimes in the lives of individuals, nations and societies great events take place which become land marks and turning points In the history of this institution, today's occasion is such an event and land mark

3 This institution started in 1957 at Jodhpur as an Officers Training School to train the officers of the Rajasthan Administrative Service Soon after, Refresher Courses were added to its curricula and Accounts Training School was merged with this institution As the needs of State administration grew, more and more courses were added.

4. In 1963 the school was shifted to Jaipur in a rented house and later in 1966 to the 70 acre campus with hostel facilities for about 130 inmates.

5. At present the following courses are organized;—

1. Foundational Courses for State Technical and General Services;

2 Specialised Institutional Course for .
Indian Administrative Service Officers allotted to Rajasthan;

Rajasthan Administrative Service Officers—direct recruits;

Rajasthan Accounts Service Officers—direct recruits, and promoted officers, and Accountants.

3. Refresher Courses for Rajasthan Administrative Service Officers,

4 Management Courses for Senior Officers, District Collectors and Dy. Heads of Departments;

5. Specialised short-term courses to cater the requirements of various departments like Education, Electricity Board and Secretariat

Last year, Government took a decision to redesignate this school as Harishchandra Mathur State Institute of Public Administration to commemorate the name and memory of late Shri Harishchandra Mathur who was one of the most illustrious sons of Rajasthan Shri Mathur started his career as a civil servant. After the merger of States he took to politics. All along his career, he was a great champion of administrative reforms. He headed number of committees at the State and all India level. Of these, mention may be made to the State Administrative Reforms Committee. He was a member of the Administrative Reforms Commission in which he made a profound contribution He died in harness, working for the cause of administrative reforms which became a constant pursuit and mission of his life It was, therefore, appropriate that the school was named after him Shri Mathur believed that bureaucracy was concomitant to democracy. His concept of bureaucracy was a cadre of people, efficient, honest, impartial and dedicated. Towards this end he always directed his effort and time

6 With the change in the designation of this Institution from the school to the Institute of Public Administration, Government have recently sanctioned a scheme of reorganization of training

programmes The institute will now cater for the training of all cadres of Government and will have Research and Extension Wings. The Research Unit of the Institute will take up preparation of background papers concerning major problems of administration, preparation of case studies, surveys and reviews of selected areas of administration and development The purpose of this programme is to provide trainees with material which has relevance to their job requirements Both training and research would be of limited value if not backed by extension effort The Extension Unit will transmit to various departments of Government the result of various field studies. The field training will be so structured that the class room experience of trainees is complimented by actual field work The aim is to achieve a blend between the theoretical and practical and to test the applicability of the formal instruction given at the institute The trainees will have an advantage of working in the setting and environment in which they will have to work in future They will know the problems of rural areas and institutions, they will be required to serve

7. The reorganization scheme also provides for the evaluation of training effort at regular intervals

8 The State Training Advisory Committee has been expanded to include participation of the National Academy of Administration, Indian Institute of Public Administration, the department of Public Administration and of Political Science of the University of Rajasthan It is proposed to constitute committees for each major department to look to the training programme of the Department The committee will consist of Secretary of the Department and the Head of Department and the Director of this institute This measure will involve concerned departments in the training programme

9 We are working in close collaboration with the University of Rajasthan Actually we draw our key faculty assistance from the University In the days ahead we look forward to their greater cooperation and guidance We also look for help and guidance from the Indian Institute of Public Administration and National Academy of Administration We have been receiving support and guidance from the training division of the Ministry of Home Affairs in abundant measure We look forward for closer co-operation with all these institutions and organizations

10 With this brief introduction, I would like to say a word about the background of our personnel system. This State as we all

know started its personnel system with a great handicap inheriting from the Princely States all kinds of persons with hundreds of pay scales and grades. With a few exceptions then, the simple rule was appointment at discretion and termination at will. It was indeed a Herculian task to integrate all services into well organised cadres. We have Public Service Commission We have service rules framed under the Constitution of India for almost all services. The rules provide for a system of Recruitment and Promotion. For promotion to State services and even within the inservice promotions, Departmental Promotion Committees have been made responsible. These committees are presided over by the Chairman or Member of the Public Service Commission. Thus, in working of our personnel system objectivity, impartiality and equal opportunity is ensured. Every person with satisfactory performance can look up to higher posts as a matter of course. To encourage talent and ability along with the traditional concept of seniority, a system of Merit promotion has been introduced. Pay scales of various services have been rationalized and we have a system of unified graded pay structure evolved almost on the concept of equal pay for equal work For 1 77 lakh employees we have now only 33 pay scales. Although our personnel system conforms to the general pattern of the personnel system in the country, the technical services comparatively have been given recognition which is due to them. These are indeed great achievements for which our State can take legitimate pride

11 It is due to your great vision and foresight Mr. Chief Minister, that right from the very beginning you accorded a high priority to the training effort The continued growth and expansion of training activity has provided our Government with a trained manpower.

12 Sir, it has been my dream and also of my illustrious predecessors, three of whom are present in this seminar that unless top echelons of Government are involved in the training process, training will not have the impact it should Here is the galaxy of top administrators It is quite fitting that this seminar is being inaugurated by the Union Home Minister and presided over by our Chief Minister Today is the realization of that dream and so I call this event as a land mark

13 Although the State has a well organised personnel system, there is always a need for assessment and reassessment. The modern State faces complex administrative problems. In a

developing State with goals of planning and development, there is continued need for improvement in its personnel system This seminar, therefore, has been organised to examine major aspects of the personnel system of Rajasthan The purpose of this Seminar is to call attention to the operations of the present system which might be modified in order to make the system conform more fully to the requirements of a modern Government committed to political democracy and social and economic progress

14 This Seminar is comprised of Secretaries to Government, Heads of Departments, two Collectors and senior administrators of the State services We have here a forum which combines experience and insights of those who are critically situated within the system and who can articulate its strength and limitations. The seminar will be assisted by experts but the basic resource would be the experience and insight of seasoned administrators. The problem of personnel administration will be discussed in its completeness in six major areas namely —

1 Man Power Planning.

2 Recruitment.

3 Placement

4. Promotion

5 Performance Appraisal

6 Training

15 I am confident that as a result of deliberations by the senior executives of the Government, we should be able to find solutions to the problems which face our administration. This is the principal mission of this seminar.

16 Sir, I crave your forgiveness of this lengthy statement but I could'nt resist the temptation of speaking something about this institution, the purpose for which it stands for, the mandate it has from the Government and the goals it has set for itself. To our respected Chief Minister and to the respected Union Home Minister once again I pay my profound regards for the honour they have done us in sparing time out of their precious schedule To the distinguished

with their presence To the distinguished participants I once again accord a hearty welcome. I will once again appear before them on 1st October when our work is over to seek forgiveness for the deficiencies and short-comings they are bound to notice in the organisation of, this seminar.

17. Mr Chief Minister Sir, with my word of welcome over, I now request you to address this seminar.

ADDRESS*

It gives me great pleasure to welcome Shri Y B Chavan, Union Home Minister, on the occasion of the Higher Management Seminar which he has so kindly consented to inaugurate It is most befitting that the Higher Management Seminar organised by Harishchandra Mathur State Institute of Public Administration is being inaugurated by a man of Shri Chavan's standing, who has a varied experience of administration as Chief Minister of Bombay and as Union Home Minister. The very fact that inspite of his other important pre-occupations he has spared time to come over here shows the importance that he attaches to public administration I am sure, the message which Shri Chavan has to give to the participants in this seminar shall serve as a guide not only in the discussions here but also in the wider field of administration

2 The Principal in his welcome address has given me credit for the establishment of this Institute The real credit goes to Shri B Mehta our former Chief Secretary, who conceived the idea of this Institute for training of public servants and whose foresight and wisdom has brought this institute to its present stature

* English version

3. One can recall that the early stages of administration in this State were beset with problems arising out of integration of services from a number of covenanting States with varied service conditions, pay scales and the absence of well defined cadres It goes to the credit of our administration that the initial problems were satisfactorily solved and well defined integrated services were created. The problems have since been reviewed from time to time and administrative improvements of far reaching consequences have been achieved

4 The concept of the role of the services has undergone a tremendous change since we attained independence Under the alien rule, the main functions were regulatory in nature only, namely the maintenance of public order and the collection of government revenues etc. The regulatory functions may still be there, but since we won our freedom and embarked on the road of planned development, the welfare functions of the State have become the keynote of our efforts, and the predominant role of the services This change in the central theme calls for a new type of civil service—a service which will be fully alive to the needs of the day and responsive to the aspirations of the people

5 We are wedded to certain basic principles like democracy, secularism and planned development Our services also should be imbued with these basic principles and objectives, because without a basic faith in them, a civil servant cannot faithfully implement the policies of the Government based on them. This is not a plea for a civil servant identifying himself with the government of the day, or for 'meddling in politics' The basic qualities of the civil servant should continue to be there—namely, independence, impartiality, neutrality, frank and free expression of advice, anonymity in his work etc. but combined with these old and well-established virtues, there should be faith in certain basic values and principles for which our country stands—namely, democracy, secularism and socialism

6. We are a nascent democracy We are wedded to a democratic way of life, and we have to build up democratic traditions and values The ushering in of the Panchayati Raj is but a part of the whole process of building up democratic institutions and making people participate fully in 'their own affairs' The civil service has a vital role to play in the promotion and nurturing of the democratic traditions, particularly at the 'grass roots' levels. Unfortunately, there is sometimes a conflict between the civil servant

and the elected public representatives in regard to their respective roles or 'spheres of influence' But there need hardly be any conflict Each has to play a definite role, but it has to be complementary to the other On his part, the civil servant has to shed the old, bureaucratic approach He has a responsibility to nurture democratic values and traditions.

7 The concept of planned development through the Five Year Plans has also called for a new type of administration and a new orientation to civil service The problem of public administration is both vast and complex, particularly in an under-developed country like ours trying to raise the standard of living of millions of people through democratic planning Without an efficient, dedicated and responsive civil service, we cannot achieve our goal Whatever may be the forms and the details, it should not be forgotten that the country stands for certain basic ideals, policies and values, and it is their realisation that is the ultimate objective of a good Government

8. I have often mentioned, and I prefer to repeat it here that the administrative delays have been responsible for retarding the progress of the implementation of developmental programmes When quick decisions are not taken and matters are allowed to linger on, people get irritated and even feel frustrated. I have heard this criticism against the government machinery on many occasions and I do feel that delays are responsible for tarnishing the image of the government I would rather prefer a government servant who commits a bonafide mistake in the process of taking a quick decision rather than one who postpones and delays the decision particularly in matters which concern the general public Similarly we hear a lot about the behaviour and attitude of the government servants towards the public In a democratic system of government, every citizen expects a proper treatment and the government servants while dealing with the people should realise that the citizens are the masters and government servants are there to serve them

9 Administrators have got to develop a correct attitude towards the execution of the laws and rules framed by the government The laws enacted by the government and the rules framed by it are meant to serve the people and not to harass them. Every government servant should, therefore, have a positive approach of help and assistance while interpreting the rules and laws of the government.

10 We have made it a practice to review the administrative arrangements from time to time and bring about reform and improvements as a result of such reviews. I am glad that in this Seminar senior officers of the Government are discussing problems relating to personnel administration I am confident, as a result of their discussions concrete suggestions would emerge which would pave the way for further reform

11 I realize that you are all anxious to hear Shri Chavan and would not like to stand long between you and him. With these words I would request Shri Chavan to inaugurate this Seminar

INAUGURAL ADDRESS

I am thankful to Shri Sukhadiaji for giving me this opportunity to be with you today At the outset, I must say that I was very sorry for not having been able to associate myself with the function for renaming of this Institute But I would like to take this opportunity to pay my homage to the memory of late Shri Harish Chandra Mathur whose name this Institute now bears This is the most befitting memorial to Shri Mathur He was a distinguished leader with great administrative acumen which he put to use for the welfare of the people With his insight into the problems of development and his deep and abiding concern for the poor and the down-trodden, he had some valuable ideas on the question of administrative set-up for the country The rich and varied experience of Shri Mathur in the field of public administration was widely drawn upon by the Government Frequently, his services were sought on Committees and Commissions. The most important of these was the Administrative Reforms Commission. Shri Mathur contributed significantly to the work of the Commission I hope that the association of his name with the Institute would inspire the trainees to keep the ideal of service of the people before them.

2. I am glad to find that you propose to discuss the personnel problem and policies in the context of the State Administration. In a sense, the problems of State administration are qualitatively different from those of the Central Government. By its very nature, the State administration is more closely associated with the common masses of this huge country and as a result reflects their hopes and aspirations, their frustrations and elation much more effectively. It is also more responsive to the day to day needs of the people And this is as it should be In a way, the problems of the Central administrative set-up are somewhat different Though complex and important the Central administration is somewhat removed from the masses for whose welfare it has to function purposefully This aspect has to be carefully borne in mind by those concerned with decision-making at the central level I am glad, you have chosen for your discussion an important field in which so much needs to be done I am sure, other State Governments will follow your lead There is a great deal to learn by this free and frank exchange of views between senior administrators who man a variety of posts in the State Administration I am also happy to find that you are associating with your deliberations distinguished persons from academic field as also those from Central Government

3 When we look back upon the administrative set-up and its growth during the last two decades, we find a significant shift in the emphasis from law and order administration to a Welfare administration This is as it should be in a developing country which is undergoing revolutionary social, political and economic change within a democratic frame-work But when we look around, we find a disquieting and disturbing trend towards growing violence in the country There is an increasing tendency to take issues to the streets In a democracy, violent means have no place in decision-making processes Democracy stands for a continuous dialogue, discussion and debate on various issues which face us as a nation The increase in violence whether due to communal, regional or economic causes can cut at the very root of our progress and stability I would, therefore, like to urge that though the problems of growth and welfare are important, the problems of law and order are equally important if not more important. I am sure, our administrators will be able to meet this challenge of violence with firmness coupled with tact, patience and understanding I mentioned this aspect of the problem mainly because in all our discussions of developmental administration, we tend to take law and order for granted. But no

super-structure of progress and prosperity can be possible unless we have peace and stability in the society This is more so when we are in the midst of significant social and economic changes Any change does lead to resistance from sections of society which are affected by it This is as true in matters like removal of untouchability and money-lending practices as in agricultural, economic educational or industrial sectors A deep and human understanding of these processes of action and reaction so as to deal with them with tact and patience is an important task before the administration today I am sure, we will meet this challenge with fortitude and a courage of conviction

4 I briefly referred to the problems of developmental administration earlier As Napoleon had said, war is easy, it is waging it that is difficult This is equally true in another but a more real context A war against poverty, squalor and misery is easy, it is waging it that is difficult An organised attempt to plan a country's development introduces new and unfamiliar entrepreneurial and managerial tasks on an unprecedented scale Few developing countries can cope with these administrative problems successfully over a substantial length of time These problems are so complex that in most of the developing countries, the limitation in implementing the plans is not the financial resources but administrative capacity

5 Since Independence, administration had to contain with several intricate and difficult problems and situations We have, no doubt, been able to deal with some of them effectively But a great deal remains to be done specially in the social and economic field where radical changes are necessary and that too at a quick pace Any complacency and short-sightedness in the area of administration is bound to have far-reaching repercussions on our goal of achieving democratic socialism

6 One basic requirement in any good administration is an understanding of the problems of the common man The administration has to be in tune with the larger goal of social and economic welfare I am glad to find that over the last few years more and more of our administrators are being recruited from the middle and lower middle classes as also from the poorer sections of the society This is a healthy change because these are the people who live the lives of privation and difficulties and they are bound to be more responsive to the hopes and aspirations of the people The distance

between an administrator and a common man must be removed if the administration has to work as an effective tool for social and economic transformation This is as much true of administrative personnel in the field as of that at the Secretariat If realistic and pragmatic policies and programmes are to emerge, it is necessary that the administrator comes to grips with the urgent and basic problems of the people

7. The concept of public services, thier functioning and their role has undergone a change with the recent decision of bank nationalisation With this measure, an important instrument of change has now become available to us In a sense, this measure is not only economic but also administrative and social I would call it a water-shed in the administrative history of our country. With this and other changes which would follow in years to come, the public sector or the governmental sphere will enlarge substantially. To man these posts in diverse fields-economic, social and educational-qualified and talented man-power in various walks of life will have to be harnessed As I see it, problem will no more be lack of opportunities but will be lack of qualified and experienced man-power And this can be a serious bottleneck in the process of planning I would, therefore, urge that any controversy over non-availability of opportunities will be unreal in the new context At the same time, I would underline that the problems of administration are becoming increasingly complex and would require some deeper understanding, specialisation and expertise This would essentially imply some serious thinking on the question of placement and career planning There will have to be some conscious thinking on this question both in the State Governments and the Central Government. Frequent changes from one type of job to another will have to be avoided as a matter of policy As I said earlier, we must make the best use of trained and qualified man-power available to us in the diverse fields of activity

8. I would like to make a brief mention of another aspect of administration This relates to the decentralisation of administration As we all know, we ushered in the Panchayati Raj in various States with a great deal of enthusiasm Unfortunately, the initial enthusiasm has subsided over a period of time Yours was one State where the new set-up was introduced with a courage of conviction and a commitment to the cause of democracy Maharashtra, Gujarat and some other States also introduced these new institutions of

Panchayati Raj. In view of the experience of the last few years, a constant review and analysis of the results achieved so far will be necessary to improve upon the present system and to modify it. I am one of those who believe that any concentration of power, whether economic or administrative, will be against the very basic concept of democratic socialism. When I refer to the concentration of administrative power, I have in mind the whole gamut of governmental set-up both in the field and the Secretariat. There is a great deal to learn from the experience of Panchayati Raj Institutions. Delegation of powers and functions and encouragement to independent decision-making by officers at various levels can go a long way in speeding up the developmental activities.

9 We often find that, unfortunately, the idea of democratic decentralisation is ridiculed as distribution of political patronage. I am afraid this will be an entirely wrong approach to the problem Our war against poverty, inaction, social inequalities and economic ills is going to be a long and arduous one There is no parallel for this gigantic effort in any country at any time in the human history. This task cannot be performed by a handful of people, howsoever imaginative, gifted and talented they may be The only way to achieve our aim speedily will be by a creation of a sense of involvement in the people at all levels and to make them responsible for the tasks small and big in the nation-building effort. In a sense, this will call for a great deal of ingenuity and adaptation on our part. We should, no doubt, learn from the experiences of others We must also be receptive to new ideas and advances made in the field of public administration But an uncritical acceptance of the administrative practices followed in advanced countries is not likely to make our task of development any easier. In fact, it may complicate it further This is as true of imported technology and innovations in industry as in administration

10 I must also refer briefly to the problems of training The training of administrators for the variety of tasks, they will be called, upon to perform, is very important in conditioning the minds of the young administrators Even talented and intelligent recruits to the public services can be ineffective if not trained with a great deal of care. Comprehensive training programmes are inevitable in any scheme of sound administrative structure However, mere initial post-entry training is not enough, programmes have to be devised for mid-career training and for training of senior administrators.

A free and frank exchange of views regarding experiences and situations by administrators, not only with their colleagues but also with leading men drawn from various walks of life, can be a rewarding experience for the participants. It can also bring in a fresh breeze of new ideas and approaches to the problems of the people.

11. I have briefly touched upon some major problems which face us in the administrative field today. You will be discussing some other questions pertaining to promotions, career planning, performance appraisal, etc. in the next few days. These are of vital significance. I have no doubt that with your experience, knowledge and understanding, you will be able to do justice to them. I am sure, your recommendations will be valuable not only for the State Government, but also for the Central Government.

APPENDICES

Discussion Paper
on
Manpower Planning

MANPOWER PLANNING

About a decade and half back, both the economists and administrators of development programmes tended to neglect human resources in their programmes, emphasising the role of capital only. It was assumed that necessary supply of man-power would be forthcoming in/right place and right numbers. Actual bottlenecks in development programmes, however, removed this illusion. Skill and human resources do not appear spontaneously. They require investment in human capital and must be planned as one plans for economic development. The successful implementation of the Five Year Plans for economic development pre-supposes the availability of trained personnel in all spheres of activity. The experience of Indian Plans has high-lighted the need for a comprehensive manpower planning.

2 Manpower planning does not imply a mere estimate of the number of persons required at a certain future date, but a complete system of decisions governing all facts of future personnel administration and thus covers (a) organisational structure (b) qualitative and quantitative assessment of skills and trades needed in the future (c) recruitment and placement (d) maximisation of productivity

with a view to optimum utilisation of scarce resources (e) working conditions and facilities (f) motivation and (g) establishment of a labour market, research, statistical and information system. However, in this statement the procedure adopted for manpower budgeting has been analysed.

3. The main aspects of Manpower budgeting are:—

(i) Knowledge of existing shortages.

(ii) Appreciation of the supply position

(iii) Estimate of current and future demand.

(iv) Measures to balance current and future demand.

4. Despite the fact that the shortage of technical personnel came to the surface in the first plan period, no serious effort was made towards assessing the supply and demand of trained personnel. Some assessment was, of course, attempted in connection with the Second Plan but was more in the nature of listing personnel required to carry out an individual project in the public sector rather than an attempt at comprehending the total requirement of the economy and planning well in advance so as to ensure that supply meets the demand for different categories of personnel.

5. With a view to comprehending the total requirements of the State and to plan well in advance, to ensure that the supply meets the demand for different categories of personnel, a working group had been set up by the Ministry of Home Affairs in 1965. The working group felt that the task of manpower planning during the fourth plan will be far more complex than in the past, due to the establishment of new industries and the requirements of diverse skills and the expansion of educational and training programmes They also felt that there should be close coordination between the Departments engaged in the planning and implementation of development programmes and that the manpower aspect should receive continuing attention. For this purpose, they recommended that a compact and well qualified manpower unit should be created in the planning organisation and that the primary responsibility for manpower planning should continue to rest with the department concerned, while the manpower unit should be responsible for analysis, appraisal and interpretation of the data collected by various agencies. Consequently the Directorate of Manpower was set up in the Planning Department with the following functions:—

(i) Estimate requirements of different categories of personnel by

(a) prepare overall manpower estimates,

(b) associate closely with and assist other departments at the stage of preparing detailed estimates.

(c) integrate the estimates into a consistent frame for the economy as well as for the plan as a whole and

(d) forecast future requirements.

(ii) Assist in the improvement of data collection, relevant to manpower, for example—E.M I, preparation of Fact Book, rationalisation of statistics regarding employment-unemployment, education and training statistics.

(iii) Analyse a recruitment experience e.g. State's public service commission reports, E M I. reports; other employment exchange data etc, and the pattern of utilization of trained manpower on a continuing basis

(iv) Propose or initiate manpower studies, specially in the field of employment, unemployment and utilization, in consultation with the departments concerned and associate with and assist in the designing and conduct of studies.

6 In computing the estimates of demand, expenditure to personnel approach is being adopted i e. it is being computed on the basis of the cost involved in different schemes being implemented or proposed to be implemented. With this view, the information on the demand of technical personnel is obtained from the Heads of Departments. They are requested to indicate shortage as well as the requirement that would be necessary to implement the different schemes In the assessment of the over-all demand, provision is also made for the demand which is caused by replacement of the existing trained personnel on account of retirement due to old age, accident etc. Wastage due to superannuation depends upon the 'age' of the department Wastage on account of an old department would be considerable while in entirely new departments it may be negligible since the employees of such departments would be comparatively young. Such factors, no doubt, are taken into account in working out the replacement demand arising out of retirement and deaths Allowance for leave and deputation reserves are made according to existing rules.

7. The demand for personnel also emanates from the private sector. The requirements of this sector are also assessed. Inspite of efforts it has not been possible to collect adequate data on manpower requirements of this sector as such studies should be taken up to make these estimates more scientific.

8. It may, however, be emphasised here that these estimates of requirements are highly tentative but broad indications for placing the minimum level in the light of expansion plans of existing units and the likely intakes of new projects are to be initiated. Forecasts of manpower requirements are generally attempted in terms of a prospective plan of economic development; although this is not happening at present because of the non-finalisation of the State's fourth Five Year Plan.

9. The supply of technical personnel is governed by the intake capacity of the existing and proposed teaching institutions after providing for casualities during the training period. The later occurs largely due to under-utilization of available facilities, withdrawals of trainees in the middle of courses or failures in the examination. The size of wastage occurring due to these causes differs from course to course and for the same course from institution to institution. This necessitates undertaking of studies to form norms of 'wastage'. Such studies have been initiated in this State by the Directorate of Manpower. Recently a report has been released by the Directorate on 'Wastage and Stagnation in Medical Colleges'.

10 Foreign training and technical assistance, temporary importation of skills from abroad, immigration and encouragement of foreign investment add to the supply of local human capital and therefore the manpower planner should give proper consideration to increasing this source of supply and to improving its utilisation. In Rajasthan a single high-level coordinating agency named as Screening Committee is functioning with the object of scrutinising and recommending candidates for training in India and abroad. The Directorate of Manpower is entrusted with the task of formulating training programmes in consultation with the Administrative Departments and Heads of Departments to meet the requirement of planning.

11. The availability of personnel is also dependent on the extent of unemployed personnel at a particular time. At present data made available by the Employment Exchange and other *ad hoc* studies undertaken is being utilised to arrive at certain estimates but are

not reliable enough to indicate the depth of unemployment in various categories of personnel at the State level and, therefore, it is essential to take up such studies which may fill up this gap in the process of manpower planning and development. But all this pre-supposes the availability of factual and statistical data upon which to base action. At present the adequate factual and statistical data is not obtainable for manpower programming. Efforts, therefore, have to be made to improve the existing organisations and programmes for assembling of relevant data.

12. The seminar may consider the following issues as the basis for their recommendations:—

1. Whether adequate information exists upon which reasonable manpower projections can be based. Recommendations should focus upon the need to have information relating to the following variables:

   (a) Manpower requirements, both technical and administrative, required to implement development schemes,

   (b) phased projections of manpower requirements for various phases of the scheme,

   (c) possible means of obtaining qualified manpower such as through promotion, entry level recruitment, entry from outside the government, and ad hoc contract appointment for specific assignments on projects.

   (d) type of educational programmes available and the extent to which these are capable of producing sufficient number of relevant employees,

   (e) total demand which may be made from all sectors—government, public and private—upon certain categories of manpower, and those factors which will effect government's ability to compete favourably for its share of necessary manpower,

   (f) the quantity and quality of manpower which can be developed through training and career development programmes and the types of manpower which can best be produced by these means.

2 Whether plans as presently constituted are devised with manpower implications in mind and whether adequate resources are provided for matching manpower requirements with development goals and targets ?

3 Whether existing manpower can be reconverted through postings and training to fill anticipated manpower requirements ?

4 What system might be adopted to ensure that manpower projections are kept current and that appropriate adjustments are made within the personnel system to account for these shifts or changes ?

Discussion Paper
on
Recruitment

RECRUITMENT IN PUBLIC SERVICES

(State, Subordinate, Ministerial and Class IV)

"(1) There shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State

(2) No citizen shall on grounds only of religion, race, caste sex, discent, place of birth, residence or any of them, be ineligible for, or discriminated against in respect of, any employment or office under the State

(3) *** *** ***

(4) Nothing in this article shall prevent the State from making any provision for reservation of appointments or posts in favour of any backward class of citizens which, in the opinion of the State, is not adequately represented in the services under the State"

(Article 16 of the Indian Constitution)

The State Government, whose rule making power is guided by the above provision and the fundamental right of 'equality before law'

guaranteed by the Constitution, has issued a number of rules governing recruitment to various classes of services. The principle of recruitment by open competition, which aims at ensuring equality of opportunity in the matter of employment and obtaining for the services the most meritorious candidates, is achieved in some public services by a written competitive examination followed by a personality test and *viva voce* examination and in others by only an oral examination (interview). There is yet another method, namely, recruitment by promotion in which only those persons who are already serving on particular posts under the State are eligible to compete. Selection under this method is partly on the basis of merit and partly on seniority-cum-merit and is entirely based on performance rating of eligible candidates as depicted by their annual confidential reports. The application of two different methods of recruitment by open competition to different services in the State on a selective basis raises interesting issues about their adequacy, utility, and comparative merit Before these issues are set forth, the present situation needs to be examined

2 *Written competitive examination*—The Government in consultation with the Public Service Commission prescribes the syllabus for the written examination The examination prerequisites such as essential academic qualifications, experience, etc. are prescribed by rules. The Public Service Commission puts in advertisements in newspapers inviting candidates possessing requisite qualifications to apply and also arrange written examinations to which candidates found eligible on the scrutiny of their applications by the Commission are admitted Those who secure qualifying marks in written examination are required to appear before the Commission for a personality test and *viva voce* examination. Separate marks for their performance in this test are awarded. Selection is based on the aggregate marks obtained by the candidates regardless of any consideration for their educational attainments For positions which have been taken out of the jurisdiction of the PSC by the Governor, the functions of the Commission as aforesaid are performed by the appointing authority himself who is usually aided by a committee of senior officers under him. Under the Rajasthan Civil Services (Recruitment by combined competitive examination) Rules, 1962, a combined examination can be held for junior posts in a number of services simultaneously In view of the practical utility of such combined examination, it would be useful to know about it in detail.

3. *Combined competitive examination*—Combined examination can be held in respect of only junior (lowest grade) in eight State services and four subordinate services mentioned below—

	Name of service	Posts
A: State Services.		
1.	Rajasthan Administrative Service	Posts in the ordinary time-scale
2.	Rajasthan Police Service	-do-
3	Rajasthan Accounts Service	-do-
4.	Rajasthan Co-operative Service	Assistant Registrar
5	Rajasthan Employment Exchange Service	1 Assistant Employment Officer. 2 District Employment Officer 3 Assistant Director 4 Sub-Regional Employment Officer
6.	Rajasthan Jails Service	Deputy Superintendent
7.	Rajasthan Industries Service.	1 Assistant Director 2 District Industries Officer 3 Marketing Officer
8	Rajasthan State Industries Service	Assistant Director
B: Subordinate Services.		
1	Rajasthan Subordinate Devasthan Service	Inspector, Grade II
2	Rajasthan Subordinate Co-operative Service	-do-
3	Rajasthan Tehsildar Service	Naib Tehsildar
4	Rajasthan Subordinate Panchayat Service	Panchayat Assistant

The above list leaves out two State services, viz., Rajasthan Forest Service, and the Rajasthan Judicial Service, and one subordinate service, viz, the Rajasthan Subordinate Accounts Service for which the method of recruitment by written competitive examination has otherwise been prescribed

The combined competitive examination follows a procedure more or less similar to a written competitive examination but it has the following distinguishing features

(a) *Syllabus*—There is a common syllabus for both State services and subordinate services. A candidate aspiring for

entrance to a State service must, besides two compulsory subjects of English (two papers—one on General English, and other on English Essay—of 50 marks each) and General Knowledge and Every Day Science (one paper of 100 marks), also take five out of the 32 optional subjects as per Annexure I If he is contesting for entry to a subordinate service, he must take two compulsory papers of 75 marks each (one paper of General English and Essay and other of General Knowledge and Every Day Science) and two optional subjects out of the 32, vide the said Annexure The choice of optional subjects is so wide that all university graduates, excepting those who hold degrees in Engineering and Technology, can compete in the examination

(b) *Written examination, personality test and viva voce examination* —Written examination is held by the R.P.S C. and marks are awarded for each paper The standard of the papers is equivalent to a degree examination at the University of Rajasthan All papers, unless specifically required, must be answered either in Hindi or English, but no candidate is permitted to answer one paper partly in Hindi and partly in English unless specifically allowed to do so. Candidates who have obtained a minimum of 35% marks in each of the compulsory subjects and a minimum of 40% marks in the aggregate for the written test qualify for personality test and *viva voce* examination Such candidates are interviewed by the Commission and marks are awarded with respect to character, personality, address and physique Marks are also awarded for candidate's proficiency in any one of the Rajasthan dialects and his knowledge of social customs of Rajasthan. This oral test carries 200 marks in case of State services and 100 marks in case of subordinate services

Marks obtained by candidates in written and oral tests are added Candidates who have obtained 45% marks in the aggregate are considered to have secured qualifying marks In respect of R.A S and R P S, however, qualifying marks are 33% in oral test and 50% in written test

(c) *Selection and Certification* —Selection of the candidates on merit is made by the Commission on the basis of aggregate marks obtained by each In respect of candidates belonging to scheduled castes and scheduled tribes, consideration is given only to qualifying marks obtained by them in written examination and their names can be recommended by the Commission upto the number of vacancies

reserved for them even if they fail to obtain minimum marks in *viva voce* or the prescribed aggregate.

The Commission. while giving weight to the preference for the posts in the different services expressed by a candidate in his application, may recommend him for appointment to any post in any such services for which it considers him suitable. The practice is to equate the performance of the candidate with the status of the various services

4. *Oral examination (by interview)* —This method of recruitment is based on selection of eligible candidates by the recruiting agency in a simple interview Positions are advertised by the agency in newspapers inviting candidates possessing requisite qualifications to apply. Applications received in response to this are scrutinised by the agency and such of the candidates whom the agency deems fit are called to appear before it for an interview On the basis of the performance of candidates in this interview, a list in order of merit is prepared and communicated to the appointing authority In respect of all State services and subordinate services (for only those positions which have not been taken out of its purview), the Public Service Commission is the recruiting agency For positions outside the Commission's purview, the appointing authority himself, assisted by a committee of officers under him, makes selection.

In respect of Rajasthan Higher Judicial Service, the High Court advertises vacancies Candidates must submit their application through the District and Sessions Judge in whose jurisdiction they have been practising as advocates or pleaders A committee consisting of Chief Justice, the Administrative Judge, and one Judge nominated by the C J holds interview and makes final selection

This method of recruitment by simple oral examination has been applied to almost all the remaining State and Subordinate Services noted below —

State services 1	*Subordinate services* 2
1 Rajasthan Agriculture Service	1 Rajasthan Devasthan Subordinate Service (Class II).
2 Rajasthan Animal Husbandry Service	2. Rajasthan Government Presses Subordinate Service.
3. Rajasthan Archaeology and Museums Service	3. Rajasthan Mines and Geological Subordinate Service

1	2
4. Rajasthan Ayurvedic Service.	4. Rajasthan Forest Subordinate Service
5. Rajasthan Circuit Houses Service	5 Rajasthan Social Welfare Subordinate Service
6. Rajasthan Co operative Service (for senior posts)	6. Rajasthan Transport Subordinate Service.
7 Rajasthan Education Service (Collegiate Branch).	7 Rajasthan Horticulture Subordinate Service.
8. Rajasthan Education Service (General Branch)	8. Rajasthan Medical and Health Subordinate Service
9 Rajasthan Service of Engineers (Buildings and Roads)	9. Rajasthan Industries Subordinate Service.
10. Rajasthan Service of Engineers (Irrigation)	10. Rajasthan Sanskrit Education Subordinate Service
11. Rajasthan Service of Engineers (Public Health)	11. Rajasthan Subordinate Ayurvedic Service.
12 Rajasthan Employment Exchange Service (for senior posts)	12. Rajasthan Engineering Subordinate Service (Irrigation).
13. Rajasthan Horticulture Service.	13 Rajasthan Engineering Subordinate Service (Public Health)
14 Rajasthan Service of Inspectors of Factories and Boilers.	14. Rajasthan Archieves Subordinate Service
15 Rajasthan Industries Service (for senior posts)	
16. Rajasthan State Insurance Service (for senior posts)	
17 Rajasthan Medical and Health Services	
18 Rajasthan Medical Service (Collegiate Branch)	
19. Rajasthan Mines and Geological Service	
20 Rajasthan Motor Garage Service	
21. Rajasthan Oriental Research Institute Service	
22 Rajasthan Public Relations Service	
23. Rajasthan Government Presses Service	
24. Rajasthan Statistical Service	
25. Rajasthan Social Welfare Service	
26. Rajasthan Sanskrit Education Service	
27. Rajasthan Town Planning Service.	
28. Rajasthan Higher Judicial Service	

There are two services, viz., (i) the Rajasthan Secretariat Service, and (ii) the Rajasthan Excise (Preventive Officers) Service, which do not come under any one of the two categories obviously because there is no direct recruitment to these services. Appointments to these services are made through the system of promotion from lower cadres.

A comparison of the two methods of recruitment by competitive examination reveals that a written competitive examination followed by an oral test has been applied to select young candidates for administrative careers while the method of simple interview has been considered adequate for a variety of technical, professional and scientific services There are, however, a few services, which appear more administrative in nature than technical to which the method of selection by interview is applicable These are.—

(i) The Rajasthan Circuit House Service
(ii) The Rajasthan Social Welfare Service
(iii) The Rajasthan Motor Garage Service
(iv) The Rajasthan Public Relations Service
(v) The Rajasthan Statistical Service

The following services for which high scholastic qualifications in Arts or Science with certain experience are required also have been put in the category to which selection is by interview —

(i) The Rajasthan Education Service (Collegiate Branch).
(ii) The Rajasthan Education Service (General Branch).
(iii) The Rajasthan Sanskrit Education Service.
(iv) The Rajasthan Oriental Research Institute Service.
(v) The Rajasthan Archaeology and Museums Service.

In view of the above illustrations, it is difficult to understand the rationale behind the existing classification of various services in terms of two methods of direct recruitment discussed above

The method of written examination followed by a *viva voce* test is widely used for recruitment to junior positions in civil services in a number of countries It generally includes a general intelligence test, an administrative aptitude test and a test of knowledge of current affairs It is designed to determine whether a candidate possesses in required degree qualities necessary for high level administrative success such as integrity, emotional stability, capacity to negotitate and to make oral or written presentations. The written part can also be designed as a means of differentiating

between top level, middle level and failing applicants so that the recruiting agency may not have to call each and every candidate for interview. Proficiency for technical and highly specialised positions can also be assessed through written examination if question papers are properly designed.

Compared to this, the system of selection by an interview, though apparantly simpler and speedier, seems to be deficient in its content. Though no research has been made to evaluate the results of the two methods of recruitment and it cannot be said with any amount of certainty which of the two has been more successful in selecting the best candidates, certain aspects of the system point towards possible weaknesses. An oral interview is mainly helpful in assessing the level of innate ability and aptitude of a candidate for administrative work. Whether it is possible to assess comparative technical or professional ability of candidates in a short interview without the aid of some written test is doubtful. Evaluation of a candidate's experience on the basis of testimonials furnished by him would hardly be sufficient since more length of service by a candidate does not necessarily mean that he is experienced and competent.

Another aspect of the oral interview system concerns the procedure of picking up candidates who should be called for interview. It is at the discretion of the recruiting agency to decide which of the applicants should be interviewed. This sort of screening, which is not based on any competitive test, appears to be unsatisfactory. Unless all the applicants who are eligible are called for interview, there is a risk that best candidates might have been eliminated unknowingly in the initial screening.

Issues—In the light of above discussions, the following issues would require consideration in this seminar.—

(1) Whether selection by interview is a suitable method for direct recruitment to all services to which it has been applied? Whether for any of these services a written competitive examination followed by an oral test would be more suitable? The A R.C. has recommended that the recruitment to class I Engineering posts be made through competitive examination

(2) Whether it is desirable to extend the method of combined competitive examination to some of the services to which recruitment at present is by simple interview? How services should be grouped for this purpose?

(3) Whether the nature of compulsory papers prescribed for the combined competitive examination needs revision in view of the fact that English is no longer a compulsory subject in university degree classes and candidates who graduate without a paper on General English are handicapped ?

(4) Whether the weightage given to personality test and *viva voce* examination in a combined competitive examination is reasonable ?

(5) Whether there should be some quota of direct recruitment to the Rajasthan Secretariat Service and Rajasthan Excise Service ?

5. *Jurisdiction of P S C* —Under Article 320 of the Constitution, the State is required to consult the Public Service Commission in each and every service matter Proviso to the said Article authorises the Governor to take out of the purview of the Commission any matter he may deem proper These powers of the Governor were first exercised in 1951 and a few positions were taken out of Commission's purview under rule 6 of the R P S C (Limitation of Functions) Regulations, 1951. Since then the list of such positions has been gradually enlarging and its present size and shape is depicted by Annexure II.

Selection on account of merit, tested impartially and objectively, is an essential element of tenure in a public service. The system of open competitive examination prescribed by the State might ensure impartiality and due regard for merit even when recruitment is done by an agency head himself but objectivity cannot be saved from becoming a casualty It is only when examinations are conducted by an independent body like the P S C that the element of subjectivity can be eliminated That the Government has felt it necessary to take out more and more posts from Commission's purview in the face of the aforesaid universally accepted situation calls for some thinking. Some of the possible causes which might have compelled the Government to take this action are·

(i) Positions carrying initial pay of Rs 170/- or less are all in ministerial and subordinate services The number of candidates recruited annually all over the State is so large that the P S C with a meagre staff is not able to hold examinations and select candidates within a reasonable time

(ii) Certain highly specialised positions in technical services under development projects are required to be manned by specially picked specialists. Assignment against

these positions is usually for a limited period. Incumbents for these have to be searched out and offered jobs on conditions acceptable to them.

(iii) Candidates of required professional qualification are in short supply to fill all vacant positions and every one who comes out successful in a university examination and who is willing to enter Government service gets employment.

(iv) Certain positions by their very nature are such that men who must enjoy the confidence of the agency head should be preferred

(v) Certain positions must be filled immediately because of emergency situation

While some of the positions taken out of the Commission's purview in the list, vide Annexure II, can be justified, there are certain positions for which none of the above possible causes would seem to apply; for example positions at serial Nos. 8 and 14 It would be useful to evolve a rational basis to deal with this important matter. The seminar may consider the following issues:—

(1) Whether the object of making timely recruitment for positions in subordinate and ministerial services has largely been achieved by transferring the work of recruitment from the P.S C to the agency head ?

(2) What considerations should determine the jurisdiction of the P S.C in the matter of recruitment to public services ?

(3) In the matter of recruitment of public personnel, a large number of them are recruited by the Public sector of autonomous or semi-autonomous organizations In future this sector will grow rapidly. What part the P.S.C. should play in the recruitment of the personnel of these organizations ?

MINISTERIAL SERVICE

The Ministerial Service is divided in two broad groups in the State i.e. ministerial staff in the Secretariat and the ministerial staff outside the Secretariat. The former is governed by the Rajasthan Secretariat Ministerial Staff Rules, 1956 and the latter by the Rajasthan Subordinate Offices Ministerial Staff Rules, 1957.

Under the above rules the following categories of posts constitute the Ministerial Service:

I. *Secretariat Ministerial Service:*

(a) 1. L.D.C.
 2. U.D.C.
 3. Assistant.
 4. Section Officer.

(b) 1. Junior Stenographer.
 2. Senior Stenographer.
 3. Section Officer (4 posts reserved).

(c) 1. Translator.
 2. Asstt. Head Translator.
 3. Head Translator

(d) 1 Legal Assistant.
 2 Head Legal Assistant

II *Subordinate Offices Ministerial Service.*

(a) 1. L.D.C.
 2. U D.C.
 3 Assistant.
 4. O.S. Grade I
 5 O.S Grade II

(b) 1. Junior Stenographer.
 2 Senior Stenographer

Inter-changeability of personnel in the Secretariat and Subordinate offices is barred by Service Rules The pay-scale of Secretariat employees also generally differ from that of the Subordinate offices.

The rules provide for recruitment of staff at the bottom of each cadre and partly to the posts of U D Cs by competitive examinations conducted by the State Public Service Commission The rules also provide for direct recruitment of Junior Diploma Course candidates to the posts of L D.Cs. The J D C candidates can also be appointed directly to the posts of U D Cs provided they have secured 65% marks or above Recently Government have taken decision to discontinue the Course

The qualifications prescribed for direct recruitment on the post of LDC is High School while for the posts of U D C and Assistant is Graduation For the posts of Translators and Legal Assistants, Graduation in Law is necessary.

Though the rules contain clear provisions for regular recruitment of candidates in the cadre of L D Cs. and U D.Cs the process of

recruitment has not kept pace with the requirements of the Secretariat and the Subordinate Offices. This has resulted in *ad hoc* recruitment on a large scale in various offices, particularly in the L.D.C's. cadre. These *ad hoc* appointments continued for years and became a State-wide problem Government, therefore, decided in the year 1963 that all persons who joined service on a temporary basis before 1-1-62 should be made permanent as L D.Cs or U D Cs on their passing a test to be held by the Appointing Authorities. As a result of this decision departmental tests were held by the various Appointing Authorities and consequently a large number of candidates were confirmed in their appointments Still a sizable number of *ad hoc* L D.Cs. remained who either did not appear in the examination or appeared but failed. Under recent amendments in the Service Rules persons recruited as L D Cs. on or before 1-9-68 would be made permanent if their work was considered satisfactory. For temporary U D.Cs recruited before 1-1-62 confirmation would be done if they pass J.D C. Examination by securing atleast 65% marks in a competitive Examination to be held by the Commission The issues for the consideration of the seminar are —

(1) Whether the P S.C. should continue to conduct competitive examinations for recruiting candidates in the Ministerial cadre notwithstanding the fact that these posts have been taken out of the purview of the P.S.C. ?

(2) If the reply to (1) is in the negative, should we have a separate central agency for selecting candidates or should the recruitment be de-centralised in order to enable each Appointing Authority to select candidates to meet its requirements ?

(3) What should be the method of recruitment to various ministerial posts *i e* by Competitive Examination, interview, or by both, or on the basis of the merit attained by them at the public examination conducted by the Boards or the Universities ?

(4) Whether there should be inter-changeability of staff in the Secretariat and the Subordinate offices and if so in what manner, whether on tenure basis or by maintaining common cadre for the entire State ?

(5) In view of the expansion of the educational facilities, and general lowering of educational standards, should the qualification for recruitment to the post of L D Cs be not revised ? There is a general pressure for permission for higher studies and these studies are made at a Government cost. Why not then raise the qualification ?

II CLASS IV EMPLOYEES

In this category come all the employees who are at the lowest rung of the services and perform work relating to carrying of letters, messages, cleaning the offices, keeping watch and duties which are considered as menial. They are recruited under a definite set of rules.

Among the class IV service the largest number is of those who are called 'chaprasies' and their main function is of attending to call bells and carrying files from table to table in offices and Departments. With the increasing availability of mechanical aids, there is possibility of reducing the number of class IV servants At present no educational qualification has been prescribed for entrance to class IV service The seminar may consider

(1) Whether there is possibility of reducing the number of class IV servants? If the answer is 'yes', what steps should be taken in this direction?

(2) Whether any educational qualification should be prescribed for recruitment to class IV service?

Recruitment age—Direct recruitment is generally made to lowest positions in a service and candidates have opportunity to go up the ladder of promotion as their seniority or/and merit warrant and as vacancies occur. Therefore, for higher positions in a majority of services direct recruitment is resorted to when suitable candidates are not available for promotion, and in some services a small percentage of higher positions are allowed to be filled by this method. The age of recruitment has to be determined with regard to the academic qualifications and experience prescribed for each position A wide difference in the age limit of entrance to Government service is noticeable in the various services, vide Annexure III The lower age-limit varies from 20 to 35 and the upper age-limit from 24 to 45 Relaxation in the condition of upper age-limit upto 5 years has been prescribed uniformally in every service for members of the scheduled caste and scheduled tribe and women candidates It is relaxed upto 50 years for reservists (veterans) In addition, this relaxation of the upper age-limit is also permissible in certain services in specific circumstances as mentioned in column 6 and 7 of the said Annexure The following issues appear to need discussion

(1) Whether this wide divergence in the lower and upper age-limits among various services should be reduced?

(ii) Whether the upper age-limit of 25 years prescribed for various services is alright? The A.R.C. has suggested revision of age for recruitment from 24 to 26 for entrance to the competitive examinations.

(iii) Whether it is desirable to specify circumstances for relaxation of upper age-limits in every case and the use of the words "in exceptional cases" or "in suitable cases" should be avoided?

Lateral Entry.—The existing system, wherein all top positions are filled by promotions, appears to ignore the advantage of drawing upon the high quality of talent and experience available outside the service for senior positions The various service rules, no doubt, authorise the application of method of direct recruitment where suitable persons are not available for promotion but this is for obvious reasons only a half hearted measure which can seldom be used because it becomes difficult for the Government to deny promotions to officers who are already in service and who have a satisfactory record of service though they may not be exceptional If Government programmes and policies are to be executed with efficiency and economy the system should provide for the use of talent and skill available out side the service A closed system of public service makes the public personnel so secure that they would hardly make any effort to improve their knowledge and skill to seek higher positions, since they are sure to reach the top by sheer logic of length of service.

The seminar, therefore, should consider the possibility of introducing a system of lateral entry into various cadres of public service at the level of management positions particularly in departments which deal with public sector projects.

Conclusion—In the above discussion certain questions about the present system of recruitment have been raised and various alternatives to the status quo have been proposed. Although the present system has many virtues and does represent an attempt to conform to basic considerations of fairness and competence in recruitment, the change which is so fundamental to our society and its government must also have a bearing upon how persons are brought into the Government so that it will be a relevant and responsive instrument of democracy and development.

ANNEXURE I

Syllabus for combined competitive examination.

I. Compulsory subjects—

		Marks.
A. State Services		
1. English		
(*i*) Paper I English General		50
(*ii*) Paper II English Essay		50
2. General Knowledge and Everyday Science		100
B. Subordinate Services		
(*i*) Paper I General English and Essay		75
(*ii*) Paper II General Knowledge and Everyday Science		75

II. Optional subjects —

1.	Hindi	100
2.	Sanskrit	100
3.	Urdu	100
4.	Persian	100
5.	English	100
6.	Indian History I	100
7.	Indian History II	100
8.	European History	100
9.	Economics I	100
10.	Economics II	100
11.	Statistics	100
12.	Auditing and Accountancy	100
13.	Commerce	100
14.	Political Science	100
15.	Indian Constitutional History and Law	100
16.	Moral Philosophy and Metaphysics	100
17.	Indian Philosophy	100
18.	Psychology	100
19.	Pure Mathematics	100
20.	Applied Mathematics	100
21.	Chemistry	100
22.	Physics	100
23.	Botany	100

24.	Zoology	100
25.	Geology	100
26.	Geography	100
27.	Agriculture I	100
28.	Agriculture II	100
29.	Law	100
30.	International Law	100
31.	Sociology	100
32.	Public Administration	100

ANNEXURE II

Positions for which recruitment through the Rajasthan Public Service Commission is not necessary: (Vide Regulation 6 of the Rajasthan Public Service Commission Regulations).

(1) Any post whether technical or non-technical starting with an initial salary of Rs. 170/- P M (This is being raised to Rs 200/- P. M.).

(2) Appointment made by the Chief Justice of the High Court under clause (1) of Article 229 of the Constitution of India

(3) Appointment of a member of any service to an isolated post which can be filled only by members of specified services while retaining lien on posts of particular status in the present service.

(4) Officiating appointment to a post borne on the State cadre of the I. A. S./I. P S.

(5) Appointment of an officer of the I A S /I. P S to a non-cadre post declared equivalent to a post borne on the cadre of the service to which such officer belongs

(6) Appointment made by an authority other than the Government against 12-1/2% of the number of vacancies which occurred in subordinate services from 1-1-1959 to 30-6-1961 but were not filled up from amongst candidates belonging to scheduled castes/tribes.

(7) Appointment on the post of Deputy Commandant-General and Deputy Commandants in Home Guards Organisation during the period of emergency declared in October 1962 by the President.

(8) Appointment made on technical posts under the Directorate of Technical Education

(9) Appointment of Doctors on various posts in the State for recruitment to C A S. posts at the initial of the scale for the next five years (from 11-1-1965 to 10-1-1970)

(10) All posts of mechanical staff, both gazetted and non-gazetted, required for the Rajasthan Canal Project Recruitment to these posts is made by a departmental committee in which a representative of the P S C is not associated.

(11) Post of Assistant Secretary of Vigilance Commission from the cadre of R A. S., R Sec. S. or from officers of the Rajasthan High Court

(12) Post of Commandant, Border Home Guards on the Border Home Guards Organisation during the period of emergency.

(13) Post of Private Secretary to Minister and Deputy Minister

(14) Following posts in the Medical and Health Department for the duration of the Fourth Five Year Plan.

(*i*) Public Analyst.

(*ii*) Assistant Health Officer.

(*iii*) Matron Grade I.

(*iv*) Matron Grade II.

(*v*) Assistant Matron.

(15) Deputation of an officer of the R. A. S. and R. S. S. to administrative posts.

(16) Appointments or re-employment to posts in civil service on contract basis involving a period up to 5 years.

ANNEXURE III

Age-limit for direct recruitment to State and Subordinate Services.

S. No.	Name of Service	Nature of Category of posts	Age-limit		Relaxation in upper age-limit.	
			Lower	Upper	Raised Upper Age	Particulars of candidates entitled to the relaxation.
1	2	3	4	5	6	7
1.	Rajasthan Accounts Service.	Posts in Ordinary time-scale.	21	25	28	Chartered Accountant
2.	Rajasthan Administrative Service	-do-	-do-	-do-		
3.	Rajasthan Agriculture Service.	(1) Section I, Group A, Selection post	20	45	50	Suitable candidate.
		(2) Section I, Group B, Selection posts	-do-	40	45	-do-
		(3) Section II (Extension) Group A, Senior posts	-do-	-do-	-do-	-do-
		(4) Section II (Extension) Group B and Group C, Junior posts	-do-	30		
		(5) Section III (Statistics) Group A, Senior posts	-do-	40	45	-do-
		(6) Section III, (Statistics), Group B, Junior posts				
		(a) Assistant Director	-do-	-do-	-do-	-do-
		(b) Statistician	-do-	-do-	-do-	-do-

1	2	3	4	5	6	7
		(7) Section IV, (Research), Group A, Senior posts	20	40	45	Suitable candidates.
		(8) Section IV, (Research) Group B, Junior posts	20	30	35	-do-
		(9) Section V, (Engineering), Group A Senior posts	20	40	45	-do-
		(10) Section V, (Engineering), Group B, Junior posts	-do-	30	35	-do-
4.	Rajasthan Animal Husbandry Service	Posts in Group C	20	30	35	Exceptional cases.
5.	Rajasthan Archaeology and Museums Service	(1) Superintendents (2) Curators	21 -do-	25 -do-		
6.	Rajasthan Ayurvedic Service	Group IV-Professors in Ayurvedic Colleges, Jaipur and Udaipur	25	35		
7.	Rajasthan Circuit Houses Service	(1) Superintendents (2) Other posts	30 21	40 30	45 35	Person employed in connection with the affairs of the State of Rajasthan who holds in a substantive capacity a permanent post. There will be no upper age-limit for holders of posts in subordinate or ministerial service in Circuit Houses in a substantive capacity.

8. Rajasthan Co-operative Service	Assistant Registrar and other Junior posts	24	35		
9. Rajasthan Education Service (Collegiate Branch)	1. Selection posts	30	50		
	2 Senior posts	-do-	-do-		
	3. Junior posts	21	25	40	Candidates substantively appointed as teachers, after selection by the Commission or by appointing authority in accordance with the rules in force, if any, in the Education Department of the Government to a post which is permanent or clearly vacant without lien of any one else on it.
				30	Candidates having a post graduate degree in first class in the subject concerned or a doctorate from a recognised university and having experience of teaching in a recognised college for a period of atleast five years.
10. Rajasthan Education Service	1. Director of Education	24	45	50	Persons employed in connection with the affairs of the State of Rajasthan.
	2. Group B posts	-do-	-do-	-do-	-do-
	3. Group C posts	-do-	-do-	-do-	-do-
	4. Group D posts	-do-	-do-	-do-	-do-
	5. Group E posts	-do-	-do-	-do-	-do-

1	2	3	4	5	6	7
		6. Group F posts:				
		(i) Headmasters/Headmistresses, Secondary Schools and equivalent posts	24	30	35	Persons employed in connection with the affairs of the State of Rajasthan.
		(ii) Counsellor, State Bureau of Education and Vocational Guidance, Occupational Information office and Psychologist	24	30	35	-do-
		(iii) Lecturer, State Institute of Language Studies (English Division)	24	30	35	-do-
		(iv) Editor for Departmental Publication	-do-	35	40	-do-
		(v) Headmaster, Blind School and Deaf and Dumb School	-do-	-do-	-do-	-do-
		(vi) Audio Visual Education Officer	-do-	-do-	-do-	-do-
		7. Group G posts.				
		(i) Principal, College of Physical Education	-do-	45	50	-do-
		(ii) Vice-Principal, College of Physical Education	-do-	40	45	-do-
		(iii) Senior Lecturer/Senior Lady Lecturer, College of Physical Education and Deputy Inspector of Schools, Physical Education	-do-	30	35	-do-
		(iv) Senior Lecturer, State Institute of Education	24	40	45	-do-
		(v) Principal, Sangeet Sansthan, Jaipur	-do-	45	50	-do-

Service					
	(vi) Principal, Maharajas' School of Arts	-do-	-do-	-do-	-do-
	(vii) Head of Music Department, Sangeet Sansthan, Jaipur	24	35	40	-do-
	(viii) Lecturer, Instrumental Music, Sangeet Sansthan, Jaipur	24	35	40	-do-
	(ix) Lecturer (Drawing and Painting), Lecturer (Sculpture and Modelling), and Lecturer (Commercial Arts), Maharajas' School of Arts, Jaipur	-do-	-do-	-do-	-do-
11. Rajasthan Service of Engineers (Buildings and Roads)	Assistant Engineer	21	35	45	Candidates for the posts of Assistant Engineer Electrical/Mechanical when the Government is satisfied that there is a paucity of suitable candidates for direct recruitment
12. Rajasthan Service of Engineers (Irrigation)	Assistant Engineers.	21	35	45	-do-
13. Rajasthan Service of Engineers (Public Health)	-do-	-do-	-do-	-do-	-do-
14. Rajasthan Employment Exchange Service	(1) Assistant Employment Officer/ District Employment Officer	21	25	-do-	
	(2) Assistant Director and Sub-Regional Employment Officer	25	35	-do-	Condition of upper age limit relaxed for members of the Service.

1	2	3	4	5	6	7
		(3) Director/Deputy Director	30	40	45	Condition of upper age limit relaxed for members of the service.
15.	Rajasthan Forest Service	Junior posts	19	24	29	Departmental candidates, i. e. trained Rangers in Government service
16.	Rajasthan Horticulture Service	Junior posts	21	27	32	Exceptional cases.
17.	Rajasthan Service of Inspectors of Factories and Boilers	Inspectors	23	35		
18.	Rajasthan Service of Inspectors of Registration and Stamps	-do-	25	35		
19.	Rajasthan Insdustries Service	1. Non-technical posts 2. Technical posts	20 20	27 35	32 40	Persons employed in connection with the affairs of the State of Rajasthan or who held in a substantive capacity a permanent post in a Covenanting State or had a lien on such post or would have held a lien had it not been suspended.
20.	Rajasthan State Insurance Service	1. Assistant Director	24	30		Upper age limit not applicable to Supervisors and Superintendents of the State Insurance Department.

		2. Deputy Director	24	40		Upper age limit not applicable to members of the service who apply for direct recruitment.
		3. Director	24	45		
21.	Rajasthan Jail Service	1. Deputy Superintendents	21	27		Upper age limit not applicable to Jailors.
		2. Director of Jail Industries	21	27		
22.	Rajasthan Labour and Welfare Service	Lady Welfare Officer/Welfare Officer	21	30	35	Substantive Inspectors, Grade I, appointed as such before reaching the age of 30 years.
23.	Rajasthan Medical & Health Service	1. Junior posts	22	45		
		2. Senior posts	25	45		
		3. Selection posts	25	45		
24.	Rajasthan Medical Service (Collegiate Branch)	1. Junior posts	22	35		
		2 Senior posts	25	45		
		3. Selection posts	25	45		
25.	Rajasthan Mines and Geological Service:	Junior posts	20	40		
26.	Rajasthan Motor Garage Service	1. Automobile Engineer	25	40		
		2. Chief Superintendent	25	40		
27.	Rajasthan Oriental Research Institute	1. Junior posts	24	30		Upper age limit not applicable to members of the Service.
		2. Senior posts	25	45		
		3. Selection posts	25	45		
28.	Rajasthan Police Service	Junior posts	20	25	27	Candidate serving in the Rajasthan Police Force having been selected for such service prior to his attaining the age of 25 years.
29.	Rajasthan Government Presses Service	1. Assistant Superintendents	24	32	37	Exceptional cases
		2. Superintendents	25	35	40	-do-
		3. Director	25	45	50	-do-

1	2	3	4	5	6	7
30.	Rajasthan Public Relations Service	1. Junior posts	21	30	35	Exceptional cases.
		2. Senior posts	21	30	35	-do-
		3. Selection posts (Director)	21	35	40	-do-
31.	Rajasthan Statistical Service	1. Assistant Director	24	35	38	Candidate possessing a doctorate from a recognised university in addition to the prescribed qualifications.
					45	Employees of the State Government.
		2. Statistician	24	30	33	Candidate possessing a doctorate from a recognised university in addition to the prescribed academic qualifications.
					44	Persons employed in connection with the affairs of the State.
		3. Deputy Director	30	40		Upper age limit not applicable for members of the service
		4. Director	30	45		-do-
32.	Rajasthan Social Welfare Service	Posts in Group B.	22	27	32	Exceptional cases in consultation with the Commission.
33.	Rajasthan Sanskrit Education Service	1. Junior posts	21	35	40	-do-
		2. Senior posts	30	40	45	-do-
		3. Selection posts	30	40	45	-do-
34.	Rajasthan Town Planning Service	1. Junior posts	20	25		
		2. Deputy Town Planner	20	30		
		3. Senior Town Planner	20	40		
		4. Chief Town Planner	20	45		
35.	Rajasthan Judicial Service		—	30		

36. Rajasthan Higher Judicial Service		35	45		

SUBORDINATE SERVICES

1. Rajasthan Subordinate Panchayat Service		20	25		
2. Rajasthan Subordinate Horticulture Service		18	25		
3. Rajasthan Subordinate Medical and Health Service		16	30	45	Government may relax age for 10 years.
4. Rajasthan Subordinate Industries Service		20	30	45	-do-
5. Rajasthan Subordinate Sanskrit Education Service	Junior Posts Senior Posts	18 20	25 30		
6 Rajasthan Engineering Subordinate Service (Public Health)		18	35		
7. Rajasthan Archieves Subordinate Service		18	40		

1	2	3	4	5	6	7
8.	Rajasthan Devasthan Subordinate Service (Class I)		20	23		
9.	Rajasthan Devasthan Subordinate Service (Class II)		18	22		
10.	Rajasthan Sub-Registrars Service		21	30		
11.	Rajasthan Subordinate Co-operative Service (Class I)		20	23		
12.	Rajasthan Subordinate Co-operative Service (Class II)		20	22		
13.	Rajasthan Tehsildars Service		20	23		
14.	Rajasthan Government Presses Subordinate Service		18	35		
15.	Rajasthan Geology and Mines Subordinate Service		20	30		
16.	Rajasthan Subordinate Police Service		18	25	30 27	in exceptional cases in cases of Prosecuting Sub-Inspector and dependents of police officers killed on duty .

17.	Rajasthan Subordinate Accounts Service		21	24	29	in exceptional cases.
18.	Rajasthan Subordinate Forest Service.	Rangers Others	18 ..	24 25	29	in exceptional cases.
19	Rajasthan Social Welfare Subordinate Service		21	35		
20	Rajasthan Transport Subordinate Service		19	24	29	in exceptional cases.
21	Rajasthan Subordinate Ayurvedic Service	Junior posts Sr. posts	18 30	30 40	45	Government may relax age for 10 years.
22	Rajasthan Engineering Subordinate Service (Irrigation Branch)		18	35		

Discussion Paper on Placement

PLACEMENT

1. Placement is the test of an effective personnel system. All other elements of a personnel system are meaningless unless a placement policy exists which takes advantage of the manpower resources at its disposal. Although placement is contingent upon manpower planning, recruitment, and training, it is also the vital link within the system that allows the government to capitalize upon its efforts to secure the best qualified persons

2 In earlier days when governmental functions were more or less regulatory, the problem of placement was relatively simple, but with the growth of governmental responsibility, especially in the fields of development and welfare, the proliferation of jobs has made placement a more complex process. It is also a more critical aspect of the personnel system, for as governmental activities become progressively more important to the lives of citizens, so does the need to observe staffing practices which will yield efficient and responsive public servants. It is for this seminar to determine whether the fullest utilization of manpower resources is occurring in Rajasthan in the interest of achieving the highest quality of administration possible.

3 Generally agreed upon elements of a placement policy are as follows.—

(a) *a clear understanding or definition of the mission and objectives of the organization*—The goals of the organization are abstract and need to be translated into operational objectives. Organizations should have plans which include a personnel structure and manpower allocation which is consistent with what it intends to accomplish In so doing, the organization can more readily determine the type of talent which will be required to translate policy into results It is difficult to identify positions or to make assignments rationally unless the purposes of the organization are precise and are complimented by a recognition of the kinds of tasks which will have to be performed

(b) *a proper classification of jobs which describes the nature of the work to be performed and the basic requirements expected of persons occupying the various positions within the organizational structure*—If a correspondence is to be established between the individual and his job, then the characteristics of the job or the functions and responsibilities embodied under the job should be specified. This process is frequently referred to as "position classification". It merely assumes that jobs have identifiable functions or tasks and that persons holding the post must perform a role which corresponds to the requirement of the job It is the process of breaking a job into its various parts or tasks which allows an organization to make rational and objective selections of personnel Acceptance of this approach means that organizational needs as prescribed by position descriptions predominate in the selection process and that individuals are assigned in terms of suitability A description of a job is simply the yardstick by which suitability can be judged The means of deriving a description of a job involves careful analysis The practice is usually to work out a series of positions which relate to the manpower required to accomplish an organizational mission The actual content of a job can be determined by examining the history of the position, if one exists, or by projecting what types of skills and abilities will probably be needed to meet organizational goals The process of developing position-descriptions is a specialized field of

personnel management and is worthy of a separate analysis For purposes of this discussion, it can merely be regarded as a tool for deciding what qualities and capacities of an individual must be taken into account in order to determine his fitness for an assignment

(c) *assignments or postings made in terms of ability and aptitude of individuals to conform to job requirements*--The selection of individuals for an assignment should give primary emphasis to the ability of the individual to exhibit the requisite skills to function effectively in a particular position Although a perfectly balanced equation can rarely be achieved in matching the individual with the job, the educational and job experience of the candidate as well as indications of his character and behaviour offer meaningful clues as to his fitness for a particular responsibility There is, of course, some risk involved in any assignment procedure, but an attempt to equate job requirements with individual abilities tends to minimize this risk Even in instances where a precise match cannot be achieved, and most cases would fall in this category, an employer should ascertain whether an individual has the aptitude to learn and adjust to his assignment

(d) *a graded classification of jobs based upon the assumption that organizational tasks vary in terms of complexity and that some persons will be assigned to these tasks with the expectation that they will eventually be able to assume higher positions within the classification system*— Tasks within the organization should be analyzed according to their difficulty or complexity as well as function Some positions will obviously be simple, whereas others will require considerable skill In making selections, organizations should attempt to design their selection criteria realistically so that overqualified persons are not placed in unrewarding, terminal slots and that persons with potential are situated so that they can realize this potential and advance to higher levels of responsibility

(e) *postings made not only on the basis of immediate organizational needs or vacancies but as part of a manpower development programme which will give the organization personnel resources which are anticipated as well as a career development programme which will equip individuals to*

advance to other positions, recognizing their potential to move into these positions.—An organization which expects to continue in existence must not only staff for the present but should anticipate changes in both the number and content of positions as the organization progresses or adjusts to new situations This consideration is particularly important for organizations which are not static and must constantly adapt to a changing environment if they are to be effective. Projected manpower requirements interrelated with career development programmes constitutes an ideal formula for any placement system

(f) *due attention given to job satisfaction as a source of motivation, as a determinant of on individual's commitment to his jobs and thus a factor contributing to his performance* — Job satisfaction is frequently a derivative of a successful placement system An individual who is ill-prepared for a position or whose aptitudes are not consonant with the demands of the assignment is likely to be a liability to his organization. There should obviously be a positive correlation between job aptitude and job satisfaction. Moreover, organizations must be conscious of the need to cultivate or nurture job satisfaction, for unless the employee achieves a sense of gratification or fulfilment, his potential may never be realized. The organization creates an environment by its placement policies which can either promote individual satisfaction or blunt it Just as an employee should be expected to give full service to his organization, so should the organization provide a work environment which is conducive to productivity. A faulty placement may be one of the best ways of damaging a person's development, whereas a well-conceived placement could provide the basis for building an individual and the organization.

(g) *positions made for sufficient duration to allow employee to develop job proficiency and to make a significant contribution to the organization* —An individual will probably feel frustrated and the organization will lose its investment in him if he is not allowed to remain on an assignment long enough to test his capacity to perform. A judgement needs to be made about the period of time required to adjust to an assignment and persons should be permitted to serve in a post for a

reasonable learning or training period Once the experience is acquired or the mastery of the job developed, an individual should except to capitalize upon his knowledge This is possible only if he can continue with the assignment for a reasonable period of time, or if a re-assignment is in order, it should be made in light of the level of experience in a particular area which the employee has achieved A good placement policy attempts to utilize the cumulative expreience of the members of an organization so as to develop the individual and maximize his ability for the good of the organization

(h) *assessment of performance as the fundamental determinant of assignment or posting and the chief criterion of advancement within the system* —The work experience of an individual and an assessment of that experience is invariably the primary factor for deciding a person's competence for a post If correctly undertaken with due consideration given to both experience and aptitude, the job history of a prospective assignee is an invaluable source of information at the time of selection This assertion, of course, assumes that a reliable system of performance rating is observed and that there has been a logical pattern to the individual's career.

4 The above list is not exhaustive but does represent what are regarded as important considerations of a sound placement system Additional factors might be included, but regardless of how refined the enumeration, the main objective of any placement procedure should be to associate the proper person with the proper assignment in the interest of optimal organizational effectiveness and individual job satisfaction

5 *Placement Policy in Rajasthan* —In Rajasthan the responsibility for placement rests with the following authorities

(1) Appointments Department which is the Personnel Department of the state deals with the postings and placements of All India Service and the Rajasthan Administrative Service.

(2) Appointment Department as the Central Personnel Department is responsible for service rules, formulating recruitment and promotion policies, and initiating disciplinary action against members of state services

(3) Postings in other state services whether of generalist or technical nature come within the scope of cencerned administrative departments

(4) Postings in subordinate services come within the *purview of Heads of Departments.*

(5) Postings in ministerial services generally come within the scope of Heads of Offices subject to the extent of delegation of authority given by the Heads of Departments.

6 There has been considerable delegation of authority in the matter of transfers and postings To regulate proper excercise of these powers by various authorities, the State Government has issued instructions that

(1) Persons who have been at one station for less than 2 years should not be transferred except when they are promoted or reverted or when on training or when transferred as a result of abolition of posts

(2) Gazetted officers of most of the Departments should not be posted in their Home Districts,

(3) Extension Officers working in Panchayat Samitis should not be posted in their Home Districts.

(4) To lessen the hardship, low paid employees drawing less than Rs 250/- should not ordinarily be posted outside their Home Districts,

(5) Officers belonging to All India Services or State Services should spend 2 years of service during the first 12 years of their career in difficult areas

(6) Doctors should render service in the rural area for 3 years before they are allowed to cross Efficiency Bar or take up post graduate studies.

7. Obviously these are sound arrangements and, if properly executed, represent a satisfactory system of placement. Quite often the above instructions are not adhered to because of the following reasons:

(1) Sometimes transfers are resorted to because of public complaints or maladjustment of an employee on a particular post.

(ii) Transfers are also effected at the request of individual employees.

(iii) Transfers also take place when an individual is required for a more important or specific job.

(iv) Sometimes an individual has to be shifted from one post to the other because he is not found suitable on the job assigned to him. Some-how he has to be provided because under the rules as they exist no person can be removed from service, however, inefficient he may be

(v) Sometimes certain employees do so well on the posts that they continue for long on particular posts and are in heavy demand from all departments so that they always get good postings.

(vi) Then, there may be certain individuals who by mere chance get a difficult posting and may not do well. They in the process acquire a poor reputation and become unwanted fellows. Quite often they remain awaiting orders or are shunted from one post to the other.

(vii) Sometimes due to an emergency like famine or scarcity, new jobs are created As a result people have to be reassigned from normal duties. This process also entails changes.

(viii) At times as a result of closure of a project or economy cuts, certain people become surplus and they have to be absorbed on some posts irrespective of their competence for such posts. Postings of R.A.S. officers on Family Planning jobs can be cited as an example

(ix) Sometimes transfer is resorted to as a punishment for inefficiency or bad behaviour

8 There is yet another element of placement which is not peculiar to Rajasthan but is part of the Indian Personnel system No lateral entry in an organized cadre is permissible A person recruited to a generalist cadre moves from post to post very often in unrelated areas and, therefore, fails to acquire any specialism. In a closed door system where lateral entry is not permitted a person recruited at the base of the cadre structure moves up to the top by sheer length of service In technical fields with the advance of science and technology, former concepts and theories have changed A person recruited at 20 or 25 years of age when he reaches the top position in a department,

despite his vast experience, works under a handicap. His juniors are better equipped technically but because of the seniority principle are denied the opportunity to hold top posts.

Similarly in generalist services, very often one is confronted with the problem of senior postings when it is recognized that a particular person is not suitable to hold a post of higher responsibility. But since the post is a cadred post and a person has seniority he is to be provided a senior post. In such situations there is a hunt for posts to provide the man. The entire process of a sound assignment is reversed. This situation is the outcome of cadre formations and the closed door policy of our manning system. The A.R.C has suggested that to overcome this problem we should have a system of lateral entry, and senior posts should be open to the best available talent in various services. A debate is taking place in this country on this issue. The seminar may consider this issue and suggest how we should remodel our assignment system so as to ensure that our jobs are held by those who are best suited to hold such jobs.

9 The above are broad generalizations of the problems that our administration faces Some of these situations are inherent in the system of our administration and service structure. The results, however, are.

(1) There is no career development.

(2) There is little commitment to jobs. People serve because they have chosen to be in Government Service and because they are paid. This limits their sense of mission or commitment to any programme or activity.

(3) There is a search for posts rather than a search for men, there is no matching of jobs with men.

(4) There is dissatisfaction towards one's postings. There is little job satisfaction—some people are dissatisfied because they have been prematurely transferred or because their colleagues have not been transferred or they have been long in difficult areas; whereas their other colleagues have the benefit of postings in good towns with modern amenities.

10 In the light of above discussion, the Seminar may consider the following·—

Discussion Paper
on
Promotion

(1) Should we make a beginning in the sphere of position classification as an experiment in selected department/departments?

(2) What steps should be taken to introduce a proper system of career development—identify skills and talents at an early period of man's career, give him training and prepare him for jobs of responsibility?

(3) Should the concept of not posting in the home district be modified in some cases? What policy should be formulated?

(4) What kind of system should be introduced to ensure consultation of employees in determining assignments?

(5) How should the problem of quick transfers be solved? Can we suggest a mechanism which can enhance objectivity and rationality in the transfer system?

(6) Does the seminar accept the introduction of the system of lateral entry?

(7) Should resort be taken to appointments on a contract basis? This may keep the present cadre system unaffected but will be more efficient and economical?

(8) Should the A R C. recommendations be accepted with respect to the opening of senior jobs to all services on the criteria of filling senior posts on the basis of talent and competence?

(9) Believing that with recruitment, assignment or placement is the most vital part of a personnel system, what machinery can be evolved to deal with this matter?

PROMOTIONS IN PUBLIC SERVICES

Fundamentals of promotion policy—"The principal object of a promotion policy is to secure the best possible incumbents for the higher positions, while maintaining the morale of the whole organisation The main interest to be served is the public interest, not the personal interest of members of the official groups concerned The public interest is best served when reasonable opportunities for promotion exist for all qualified employees, when really superior civil servants are enabled to move as rapidly up the promotion ladder as their merits deserve and as vacancies occur, and when selection for promotion is made on the sole basis of merit For the merit system ought to apply as specifically in making promotions as in original recruitment ————"

"————————Employees often prefer the rule of seniority, by which the eligible longest in service is automatically awarded the promotion Within limits, seniority is entitled to consideration as one criterion of selection It tends to eliminate favouritism or the suspicion thereof, and experience is certainly a factor in the making of a successful employee Seniority is given most weight in promotions from the lowest to other sub-

ordinate positions. As employees move up the ladder of responsibility, it is entitled to less and less weight. . . . .."

The above extracts from the book "An Introduction to the Study of Public Administration" by Leonard D. White were quoted with approval and appreciation by the Supreme Court in their judgment on a writ petition filed by a Rajasthan I P S. officer against promotion of officers junior to him to selection posts in preference to him. There can be no better enunciation of fundamentals of a sound promotion policy than this

2. *Place of promotions in a career service.*—Quoting again from the same book.—

"The management of promotions is partly a technical question, but it is also deeply affected by commonsense judgment and fairness A badly planned promotion system harms the service not merely by pushing ahead unqualified persons but also by undermining the morale of the whole group. The hope for timely promotion is so normal and so wide-spread that the influence of a good promotion system is all pervasive. It is one of the means of holding in government service the best qualified men and women who enter the lower grades and is thus an important phase of a career service Conversely, delay in promotion may become one of the surest means of driving them out In any large organisation it cannot be left to chance or to the casual attention of the persons most concerned in particular cases, for the larger the organization the greater the likelihood that promising employees may be shunted off into dead ends"

3 *Types of promotions.*—In the public services of the State two types of promotions have been prescribed in view of separate services having been created for various classes of public servants, such as State Services, Subordinate Services and Ministerial Services They are.

(a) Promotions from a lower to higher service (i e recruitment by promotion).

(b) Promotions within the same service.

While the provision of promotions within the same service exists in all services, excepting a few subordinate services which have

only one grade of employees, recruitment by promotion from a lower to a higher service is restricted to thirty State services, *vide* Annexure I, and nine subordinate services *vide* column two of the same Annexure

4 *Ratio of promotions and direct recruitment*—Excepting two State Services, viz., the Rajasthan Secretariat Service, and the Rajasthan Excise (Preventive Officers) Service to which there is no direct recruitment and eleven subordinate services to which there is no recruitment by promotion all public services provide avenues for direct recruitment as well as promotions in a certain proportion as given in Annèxure II A study of this Annexure reveals that top positions in all State Services, with the sole exception of the post of Director in the Rajasthan Oriental Research Institute Service, and the Chief Superintendent in the Rajasthan Motor Garage Service are reserved for inservice promotions. To middle positions, generally speaking, larger percentage of recruitment in these services is by promotion In respect of lower positions in State services, three distinct patterns are discernable. In certain services, all junior positions are filled by direct recruitment while in two services recruitment is cent per cent by promotion and in the rest of the State services ratio of promotion and recruitment varies from service to service Why should there be this variation is difficult to explain It is equally difficult to find a rational basis for still wider divergence in the ratio of promotion and recruitment from one post to another in many of the State as well as subordinate services This position, however, points towards the need of reducing this variation as much as possible

5 *Criteria for promotion*—Service rules which were promulgated during the years from 1954 to 1963 originally required that promotions would be made on the basis of "seniority-cum-merit" It implied that promotions were to be made mainly by seniority subject to the rejection of those who were found to be below average In 1965 all service rules, excepting the Rajasthan Judicial Service, and the Rajasthan Higher Judicial Service, were amended and the element of pure merit was introduced side by side with seniority-cum-merit According to the revised policy, promotions against anticipated vacancies are required to be made on the basis of "merit" and "seniority-cum-merit" in the ratio of 1.2 in ministerial, subordinate and State services alike.

6. *Assessment of merit*—A marking system has been evolved which departmental promotion committees must follow in evaluating

the merit and suitability of candidates based on the quality of confidential reports earned by them during the last five years immediately preceding the year of selection and the record of their service prior to these five years. Marks are required to be given separately for the past service record and for the five years immediately preceding the year of selection. In respect of the past service record, other than five years immediately preceding the year of selection, full fifty marks must be given if the record is average, subject to deduction of upto two marks for each punishment inflicted during this period. The twenty-five marks reserved for aforesaid five years are further divided into five marks for each year out of which marks are allotted according to the rating of candidates arrived at on the quality of their confidential report in the following manner.—

(i)	Outstanding	5 marks
(ii)	Very good	4 marks
(iii)	Good	3 marks
(iv)	Average	$2\frac{1}{2}$ marks
(v)	Unsatisfactory	2 marks
(vi)	Adverse	$1\frac{1}{2}$ marks
(vii)	Adverse with punishment	1 mark

Extra 5 marks may be awarded to the recipient of a State or National award.

A candidate who secures $62\frac{1}{2}$ marks out of the total of 75 marks qualifies for selection on the basis of seniority-cum-merit while the one who secures 65 marks or above qualifies for selection on the basis of pure merit A further selection is to be made out of those who qualify for promotion on the basis of merit .. Person securing maximum marks gets the first opportunity to be in the selected list, next chance goes to a person having next highest marks and so on. After all positions in the select list, whose size is determined by the number of vacancies to be filled by merit, are filled up, the names of selected persons are re-arranged in order of their seniority in the lower service or grade

7. *Procedure of promotion*.—The head of the department at the commencement of the year determines the number of vacancies required to be filled by promotion He then prepares a list of candidates who are eligible for promotion which must contain names

not exceeding a certain multiple (usually two times or five times) of the number of vacancies except in a few services whose cadre strength is so small that there is no difficulty in including names of all eligible members of a service in the list of eligible candidates The list is, however, to be enlarged to ten times the vacancies in respect of vacancies which are required to be filled by merit and seniority-cum-merit This list of eligible candidates is arranged in order of seniority of the candidates in the service or grade to which they belong at the time of selection. It is then placed before a departmental promotion committee constituted for a particular service. All committees in respect of State services are presided by Chairman of the P S C, or a member thereof and they consist of the Secretary to the Government in the concerned Administrative Department, the Special Secretary, Appointments as members and the Head of Department concerned who usually acts as member-Secretary of the Committee The constitution of the D.P C for Rajasthan Higher Judicial Service is, however, different The Chief Justice, the Administrative Judge and one Judge nominated by the Chief Justice form the Committee In a DPC of a subordinate service, the Head of Department, a Deputy Secretary to Government and a senior officer of the department are usually members In a few subordinate services, the DPC is presided by a representative of the PSC while in others a representative of the PSC is not associated Select list prepared by the DPC is sent to the Commission through the appointing authority and the Commission have a right to make changes in it as they may deem justified

While the above procedure is followed in a majority of services, there is marked difference in the procedure prescribed for a few services on certain points which need mention

In the matter of recruitment by promotion to three services namely, the Rajasthan Administrative Service, the Rajasthan Police Service, and the Rajasthan Tehsildar Service, the Head of the Department enjoys the power of making preliminary scrutiny of eligible candidates and screens out those whom he does not consider suitable This power of assessing the merit and suitability of eligible candidates at a preliminary stage is obviously a limitation on the functions of a DPC.

In regard to the provision of departmental promotion committees, the exceptions are the Rajasthan Ayurvedic Service and the Rajasthan Subordinate Co-operative Service (Class I) which do not have a DPC at all In the former service, selections are made by PSC

who associates the Secretary and Head of Department during deliberations. While in the later service the Registrar, Co-operatives himself is competent to make selections.

The other point of difference in the procedure relates to the preparation of list of selected candidates by the departmental promotion committees and the mode of consultation with the Public Service Commission. Certain rules require that two lists shall be prepared by the DPC, one of which includes names of selected candidates equal to the number of actual permanent and officiating vacancies arranged in order of seniority and the second—a supplementary list—containing names, fifty per cent of the first list, arranged in order of preference In a few other services, only one list containing names equal to the actual permanent and officiating vacancies is prepared in order of seniority of eligible candidates. While in some other services the size of this list should be twice the number of vacancies and there should also be a supplementary list.

The powers of the P.S.C. to make changes in the above lists also differ from one service to another. The following three patterns are noticeable.—

(1) The P.S.C. in making changes in the select list prepared by the DPC cannot go beyond the ambit of the supplementary list. They need not, however, consult the appointing authority again

(2) The P.S.C. can make changes in the list prepared by the DPC after obtaining comments of the appointing authority regarding the proposed changes.

(3) The P.S C. can select as many candidates as they may deem just and proper from the list sent by the DPC and prepare a final list.

8. *Problems.*—The preceding brief discussion of the current promotion policy suggests a number of basic problems. The major impediment to the implementation of a merit system appears to be the fear that arbitrary and non-objective factors will determine assessment. This fear has received some confirmation as a result of the defects of the merit system as presently practised in Rajasthan. Our concern, however, should be to make certain that the conclusions reached about the appropriateness of the merit formula take into account that the merit system should not be categorically rejected simply because we have not designed satisfactory procedures for

implementing it. Merit considerations are fundamental to the promotion policies of a great variety of organizations in vastly different administrative environments, and it is for us to decide the extent to which it is applicable to our personnel system The general issue is how to devise ways of applying merit appraisal to promotions so that selection will be made on the basis of professional competence while at the same time protecting the objectivity which is basic to our personnel procedures The following enumeration of problems of the present system accompanied by suggested alternatives might constitute a point of departure for reassessing our promotion system

(1) The absence of precise standards for determining merit promotions is a disturbing aspect of the system as it now operates It must be conceded that what constitutes merit may vary from person to person It can also be contended that there are fairly reliable ways of bringing greater objectivity into the merit system if certain practices are observed Merit assessment is likely to be more reliable if objective measurement of performance occurs The existing Confidential Report Form lacks the precision which is essential to merit assessment Vague, open-ended questions which may not focus clearly upon the content of a person's performance invite responses which are either casually given or are sometimes actuated by personal prejudice It is understandable that some criticism has been levelled at this instrument as a means for determining promotions in a situation where several candidates are in competition The final judgment is inclined to be highly subjective, for the assessment cannot be guided by any other type of information We might, therefore, recommend that the Confidential Report Form be redesigned.

(2) Promotions are as a rule made to particular posts having particular responsibilities Merit is a function of performance which is, in turn, a function of job requirements. Assessment will probably be more reliable if a candidate is evaluated with respect to his attributes and qualifications for a particular assignment Although several candidates may have creditable service records, these records and other pertinent information should be analyzed with respect to what will be required in the anticipated assignment We might, therefore, consider developing job descriptions or utilizing those which presently exist at the time that promotions are being made. Some would contend that a stronger case can be

made for a posting if some matching between the candidate and the job occurs Recognizing that such a process is rarely scientific, it is nevertheless a possible way of objectifying the promotion procedure

No devise, not even a modified verson of the Confidential Report, can insure that all relevant factors have been included. The point should be raised as to whether the entire service record should be examined prior to making a selection for a higher posting Would it also be advisable to include references and training received as factors worthy of contributing to an estimate of an individual's job potential ? Assuming that judgments about competence and potential can be made from a variety of sources, should a system be proposed which would include supporting data beyond the formal appraisal report ?

(3) It would seem that we are perpetuating the notion that seniority and merit are mutually exclusive considerations Seniority implies experience, one of the most relevant ingredients of merit Thus, the merit formula does not deny the validity of time spent in the service as important, but it does require that experience be given a qualitative dimension and that it be weighed against either equally relevant factors such as education, potential for development, attitudes, etc. Our thinking on this subject, therefore, might consider how seniority can be rewarded not in and off itself but as a factor which competes with others in producing criteria of selection

(4) We have instituted the *merit system* for 1/3 of the vacant posts in almost all services, however, there is a contradiction within the present plan which should be reassessed If a position is of sufficient importance to warrant its being staffed by the most qualified person, then all positions of that category should be similarly staffed To allocate a percentage of positions to selection by seniority and another percentage to selection by merit is not only compounding confusion about the two terms but represents a lack of comprehension of what the merit system is intended to do The merit system should serve the Government and only secondarily the government officer But the present situation does the latter by implying that a few positions are available for merit selection in order to compensate and provide incentive for the more able and

ambitious members of our service. As laudable an objective as this might be, it obscures the purposes of the merit system. Merit selection does reward competence and ability but it should do this in the interest of strengthening the ability of the government to do its job. Any conclusions on this subject should make a decision as to whether it is in the public interest to have any important position which is filled on the basis of merit ever filled on the basis of seniority alone

(5) Whatever action is taken with respect to the merit system should be predicated upon an understanding that it is a more time consuming and difficult system to employ In deciding upon the postings which might be subject to merit placement, it would appear sensible to reserve merit to higher positions of responsibility in the services which may be categorised as "selection posts" to which promotion should be made strictly on the basis of merit Considerations of seniority under such an arrangement would be limited to listing the eligible candidates from which selection is made in order of seniority and in instances where a person of junior rank supersedes a senior ranking officer, recording reasons why the junior person was preferred Promotions to posts, other than selection posts, should be based on seniority with merit entering as a factor only to disqualify the below average candidate.

(6) Advancement in the Generalist Services usually requires a new posting or transfer This does not always work to the advantage of the Government, for persons who have gained experience and who have demonstrated competence in a particular position are obliged to move to another department in order to be promoted. Thus the department from which he moves is denied his experience and talent, and stability and continuity in policy making and execution are handicapped. Upward mobility should be possible within the same department, and a promotion should not invariably mean a transfer. In some cases, posts may be temporarily upgraded to permit the incumbent to remain with a department while at the same time receiving the promotion to which he is entitled. Although mobility among the departments can be an asset to the Government, the excessive mobility which can result when advancement and transfers are linked constitutes a dubious situation. Some remedy should be offered which would allow

the Government and its officers to capitalize on the experience acquired in particular positions.

(7) The role of the Public Service Commission in promotions has been important in Rajasthan. By having a representative from the PSC participate in DPCs, the Government has created a sense of confidence in the fairness of its promotion system. Consideration should be given to the role of the PSC in those rare instances where there is presently no PSC involvement. If there is no rational reason for excluding the PSC from these promotions, then a procedure requiring its participation might be extended to all services. There is also a question as to whether a decision made by a DPC having PSC representation needs to be referred to the PSC for final action. Since the PSC's judgment has already been rendered in the deliberations of the DPC, is any purpose served by the final referral to the PSC A decision should be taken as to the value of continuing such a practice.

(8) It has been contended that the arithmetical system of marking places undue fetters on the judgment and discretion of a departmental promotion committee. Adhering slavishly to a marking system can result in too mechanical approach, especially when the assessment must include such factors as attitudes, intellect, etc. which may not lend themselves to a fixed numerical weighting. Assuming that the promotional committees are comprised on persons of integrity and competence, it seems contradictory and unrealistic to compel them to follow a rigid formula in making their determinations. There is also the danger that a marking system will create an illusion of objectivity when in fact it is not. Recommendations should, therefore, be made concerning the criteria to be followed and the latitude which should be granted to promotion committees.

(9) The ratio of promotions and direct recruitment varies widely from service to service and from post to post, and some have questioned the rationale behind these disparities A formula which is reasonable should be observed for fixing the ratio between recruitment by promotion and direct recruitment, and our attention should be directed towards devising such a formula. Related to this problem is the issue of lateral. entry—the possibility of a person without previous

service entering the service at a level above the entry level. Although this is essentially an aspect of recruitment procedure it is relevant because the system of promotions would be effected if lateral entry were introduced The principle of lateral entry accounts for the fact that there are those outside the services whose experience and ability would be valuable assets to the Government and that opportunities should exist for bringing them into the Government at a level commensurate with what their previous position and experience warrant It should also be recognized that recruitment by promotion does give stability and continuity to the service and the Government. Thus consideration must be given to the relative advantages of these two methods and a recommendation evolved which incorporates the virtues of both.

(10) The above list is hardly exhaustive, but if these problems are dealt with, we shall have examined the fundamentals of the promotion system in the light of alternatives which might be adopted to enhance the quality of administration in the State

ANNEXURE I

S. No.	Name of the Service to which recruitment is by promotion

State Services.

1. Rajasthan Administrative Service.
2. Rajasthan Police Service
3. Rajasthan Accounts Service.
4. Rajasthan Secretariat Service
5. Rajasthan Inspectors of Registration and Stamps Service
6. Rajasthan Higher Judicial Service.
7. Rajasthan Service of Engineers (Buildings and Roads Branch).
8. Rajasthan Service of Engineers (Irrigation Branch)
9. Rajasthan Service of Engineers (Public Health Branch)
10. Rajasthan Co-operative Service
11. Rajasthan Labour and Welfare Service.
12. Rajasthan Statistical Service
13. Rajasthan Jails Service
14. Rajasthan Ayurvedic Service
15. Rajasthan State Insurance Service.
16. Rajasthan Circuit Houses Service
17. Rajasthan Government Presses Service.
18. Rajasthan Mines and Geological Service.
19. Rajasthan Education Service (General).
20. Rajasthan Agriculture Service
21. Rajasthan Archaeology and Museums Service.
22. Rajasthan Industries Service
23. Rajasthan Horticulture Service.
24. Rajasthan Forest Service
25. Rajasthan Social Welfare Service
26. Rajasthan Sanskrit Education Service.
27. Rajasthan Public Relations Service.
28. Rajasthan Town Planning Service
29. Rajasthan Oriental Research Institute Service.
30. Rajasthan Excise (Preventive Officers) Service.

Subordinate Services.

1. Rajasthan Subordinate Devasthan Service (Class I).
2. Rajasthan Subordinate Co-operative Service (Class I)
3. Rajasthan Tehsildars Service.
4. Rajasthan Subordinate Accounts Service
5. Rajasthan Forest Subordinate Service
6. Rajasthan Social Welfare Subordinate Service.
7. Rajasthan Horticulture Subordinate Service
8. Rajasthan Sanskrit Education Subordinate Service.
9. Rajasthan Subordinate Panchayat Service.

ANNEXURE

S. No.	Name of Service	Category of posts	Percentage of recruitment	
			Direct recruitment	Promotion
1	2	3	4	5
		A—State Services		
1.	Rajasthan Accounts Service ..	Junior scale	60%	40%
		Senior and selection scale	..	100%
2.	Rajasthan Administrative Service	Junior scale	64%	26% by promotion
				8% by selection
				2% by special selection
		Senior and selection scales	..	100%
3.	Rajasthan Agriculture Service ..	1. Junioor posts :—		
		(i) Extension Section Group C.	40%	60%
		(ii) Statistical Section Group B.	-do-	-do-
		(iii) Research Section Group B.		
		for some posts	40%	60%
		for others	50%	50%
		(iv) Engineering Section Group B.	75%	25%
		2. Senior and selection posts	..	100%
4.	Rajasthan Animal Husbandry Service	Junior posts	100%	..
		Senior posts	..	100%

5. Rajasthan Archaeology and Museums Service	Curators and Superintendents	50%	50%
	Director	..	100%
6. Rajasthan Ayurved Service	Professors	50%	50%
	Director, Deputy Director Principal	..	100%
7. Rajasthan Circuit House Service	Managers	100%	..
	Superintendents	..	100%
8. Rajasthan Co-operative Service	Assistant Registrars	50%	50%
	Deputy and Joint Registrars	..	100%
9. Rajasthan Education Service (Collegiate Branch)	Junior Lecturers	100%	–
	Director, Principals and Professors	..	100%
10. Rajasthan Education Service (General Branch)	1. *Junior posts in Group F* :—		
	(i) Headmasters etc.	50%	50%
	(ii) Lecturer, Editor, Headmaster, Blind School, etc.	100%	..
	2. Senior posts in Group G (Physical Education)	50%	50%
	3. All other posts senior or selection	..	100%
11. Rajasthan Service of Engineers (B & R)	Assistant Engineers:	75%	25%
	Executive, Superintending and Chief Engineers	..	100%
12. Rajasthan Service of Engineers (Irrigation)	-do-	-do-	-do-

1	3	4	5
13. Rajasthan Service of Engineers (Public Health)	Assistant Engineers	75%	25%
	Executive, Superintending and Chief Engineers	..	100%
14 Rajasthan Employment Exchange Service	Assistant and District Employment Officers	100%	..
	Director, Deputy Director, Assistant Director, Sub-Regional Employment Officer	..	100%
15. Rajasthan Excise (Preventive Officers) Service	Deputy Commissioner, Excise Officer, and Assistant Excise Officer	..	100%
16. Rajasthan Forest Service	Deputy Conservator		100%
	Assistant Conservator	75%	25%
17 Rajasthan Horticulture Service	Superintendent, Gardens	50%	50%
	Horticulturist	..	100%
18. Rajasthan Service of Inspectors of Factories and Boilers	Inspectors	100%	..
	Senior Inspector, Chief Inspector	..	100%
19. Rajasthan Inspector of Registration and Stamps Service	Inspectors	50%	50%
20 Rajasthan Industries Service	1 *Junior posts* —		
	(i) Assistant Directors	-do-	-do-
	(ii) Principal, W. C. I. I Bikaner General Superintendent, Sodium Sulphate, Deputy Superintendent, Chemicals, Shift Engineering, Principal, Arts and Crafts, Designer	100%	..
	2 Joint Director, Deputy Director	..	100%

21.	Rajasthan State Insurance Service	Assistant Director	50%	50%
		Director, Deputy Director	..	100%
22.	Rajasthan Jails Service	Deputy Superintendent, Jails, Director of Jails Industries	50%	50%
		Inspector-General, Deputy Inspector-General of Prisons	..	100%
	ajasthan Labour and Welfare rvice	Labour Officer, Lady Labour Welfare Officer,	60%	40%
		Labour Commissioner, Joint Labour Commissioner and Deputy Labour Commissioner	..	100%
24.	Rajasthan Medical & Health Service	1 *Junior posts* —		
		(i) Civil Assistant Surgeon	100%	..
		(ii) Health Officer.	-do-	..
		2 *Senior posts* —		
		(i) Junior Specialists	50%	50%
		(ii) Assistant Director Health Services	25%	75%
		(iii) Assistant Director, Medical Services	-do-	-do-
		(iv) Assistant Director Planning	..	100%
		(v) District Medical & Health Officer	..	-do-

1	2	3	4	5
		3. Director, Deputy Director, Senior Specialist	..	100%
25.	Rajasthan Medical Service (Collegiate Branch)	1. *Junior posts*:—		
		(*i*) Senior Demonstrators	100%	..
		(*ii*) Lecturers (Non-clinical Wing)	25%	75%
		(*iii*) Lecturers (Clinical Wing)	100%	..
		2. *Senior posts* —		
		(*i*) Readers	50%	50%
		(*ii*) Professors, Additional Professors	..	100%
26.	Rajasthan Mines and Geological Service	1. *Junior posts*:—		
		(*i*) Assistant Mines Manager, Chemical-cum-Ceramics Technologist	100%	..
			100%	..
		(*ii*) Mines Manager	..	100%
		(*iii*) Assistant Mines Manager, Assistant Mines Engineer.	..	100%
		(*iv*) Junior Geologist	50%	50%
		2. *Senior posts*:— Director, Superintending Geologist, Special Officer Project, Mining Engineer, Senior Geologist, Deputy Drilling Engineer, Chemical and Ceramics Engineer	..	100%
27.	Rajasthan Motor Garage Service	Automobile Engineer	..	100%
		Chief Superintendent	100%	..
28.	Rajasthan Research Service	Senior Research Assistant	50%	50%
		Deputy Director	..	100%
		Director	100%	..

29.	Rajasthan Police Service	Junior Scale	50%	50%
		Senior and selection scale	..	100%
30.	Rajasthan Government Presses Service	Assistant Superintendents	50%	50%
		Director and Superintendents	..	100%
31.	Rajasthan Public Relations Service	1. *Junior posts:*— Reference and Research Officer, Enquiry Officer, Assistant Editor, Public Relations Officer etc.	50%	50%
		2. *Senior posts* — Assistant Directors, District Relations Officers, etc.	-do-	-do-
		Director & Deputy Director	..	100%
32.	Rajasthan Secretariat Service	Assistant Secretary, Registrar, Private Secretary to Ministers	..	100%
		Deputy Secretaries	..	100%
33.	Rajasthan Statistical Service	1. *Junior scale posts:*—		
		(*i*) Assistant Director	50%	50%
		(*ii*) Statisticians	66.4%	33.6%
		2. Senior and selection scale posts	..	100%
34.	Rajasthan Social Welfare Service	1. *Junior posts:*—		
		(*i*) Assistant Director	..	100%
		(*ii*) Lecturer, Research Officer	100%	..

1	2	3	4	5
		2. *Senior posts.*— Chief Probation Officer and Principals	..	100%
35.	Rajasthan Sanskrit Education Service	1. *Junior posts*—		
		Professors of Hindi	..	100%
		Professors of Sanskrit	25%	75%
		2 *Senior posts*—		
		Director, Principal	66.7%	33.3%
36.	Rajasthan Town Planning Service	Assistant Town Planner	75%	25%
		Deputy Town Planner	50%	50%
		Senior Town Planner	25%	75%
		Chief Town Planner	..	100%
37.	Rajasthan Judicial Service.	Munsifs and Civil Judges	100%	
38.	Rajasthan Higher Judicial Service.	District and Sessions Judges and Additional Sessions Judges.	25%	75%
		B-Subordinate Services.		
1.	Rajasthan Subordinate Devasthan Service (Class I).	Inspector, Grade I.	..	100%
		Inspector, Grade II	60+%	40%
		Inspector, Grade III	..	..
2.	Rajasthan Subordinate Devasthan Service (Class II).	Assistant Inspectors.	100%	..
3.	Rajasthan Sub-Registrars Service.	Sub-Registrar	100%	..
4.	Rajasthan Subordinate Co operative Service (Class I).	Inspectors, Grade II.	40%	60%
		Inspectors, Grade I.	.	100%
5.	Rajasthan Subordinate Co-operative Service (Class II.).	Assistant Inspectors.	100%	..

6. Rajasthan Tehsildars Service.	Naib Tehsildars	66.6%	33.4%
	Tehsildars	—	100%
7. Rajasthan Government Presses Subordinate Service.	(1) General Foreman	50%	50%
	(2) Foreman	25%	75%
	(3) Head Proof Reader, Jodhpur and Jaipur	25%	75%
	(4) Head Proof Reader, Bikaner/Udaipur.	—	100%
	(5) Mechanic, Jodhpur/Bikaner/Jaipur	100%	—
	(6) Mono and Lino Incharge	50%	50%
	(7) Proof Reader, Grade II	100%	—
	(8) Compositors, Printers, Binders (Grade I)	25%	75%
	(9) Compositors, Printers, Binders (Grade II)	100%	—
	(10) Fitter, Turner, Carpenter Blacksmith, Mechanic,-Boy, Assistant-Operators, and Casters	100%	—
	(11) Mono, Lino and Intertype Operators	25%	75%
8. Rajasthan Mines and Geological Subordinate Service.	Computor	100%	—
	Mines Foreman Grade I	50%	50%
	Mines Foreman Grade II	100%	—
	Senior Field Assistant	—	100%
	Prospecting Supervisor	50%	50%
	Senior Overman	—	100%
	Laboratory Assistant Senior	—	100%
	Junior Field Assistant Junior Laboratory Assistant Museum Assistant, Junior Overman	100%	—

1	2	3	4	5	
		Mines Supervisor.	—	100%	
		Surveyor, Electrician.	100%	—	
		Driller, Grade I	25%	75%	
		Driller Grade II.	—	100%	
		Assistant Driller, Milling Assistant Rigman.	75%	25%	
		Rock Drilling Operator.	100%	—	
		Compressor Driver, Compressor Operator, Generator Operator, Pump Operator, Chemical Assistant, Ore Dresser, Drilling Mechanic, Workshop Mechanic Driver, Section Cutter, Black Smith, Carpenter, Welder.			
		Head Draftsman.	—	100%	
		Senior Draftsman.	—	100%	
		Junior Draftsman	50%	50%	
		Tracer.	100%	—	
9. Rajasthan Police Subordinate Service.		Police Inspectors, Prosecuting Inspectors	50%	50%	
		Sub-Inspectors and P. S. I.	40%	40% 20%	Promotion Special selection.
		Assistant Sub-Inspectors.	50%	50%	Special selection.
		Head Constables.	50%	50%	
		Constables.	100%	—	
		(2) *Armed Police:*			
		Reserve Inspectors.	50%	50%	Special selection.
		Sub-Inspector.	40%	40% 20%	Promotion Special selection.

		Assistant Sub-Inspectors.	50%	50%	*Special selection.
		Head Constable	50%	50%	
		Constable	100%	—	
		(3) *Police Radio Organization* :			
		Inspector of Police, Radio	50%	50%	
		Sub-Inspector of Police (Radio Supervisor)	50%	50%	
		Sub-Inspector of Police(Radio Operator)	40%	40% 20%	Promotion Special promotion.
		Sub-Inspector of Police (Radio Technician)	-do-	-do-	
		Assistant Sub-Inspector (Radio Operator).	75%	25%	
		Assistant Sub-Inspector (Fitter/Electrician).	75%	25%	
		Constable (Radio).	100%	—	
10.	Rajasthan Subordinate Accounts Service.	Assistant Accounts Officers	—	100%	
		Accountants.	33.4%	66.6%	
11.	Rajasthan Forest Subordinate Service.	Rangers, Grade I.	75%	25%	
		Rangers, Grade II, Deputy Rangers, Foresters and Assistant Foresters.	—	100%	
12.	Rajasthan Social Welfare Subordinate Service.	Assistant Research Officer/ Lady Welfare Officer/District Social Welfare Officer, Welfare Inspector/ Investigators	50%	50%	

	2	3	4	5
		Assistant Lady Welfare Officer, Probation Officers, Superintendent, After Care-Home, etc: Assistant Superintendent, After Care-Home, etc.	..	100%
13.	Rajasthan Transport Subordinate Service.	Assistant Regional Transport Officer,	50%	50%
		Transport Inspector	..	100%
		Motor Vehicles Sub-Inspector	100%	..
14.	Rajasthan Horticulture Subordinate Service.	Inspector and Assistant Inspector	50%	50%
15.	Rajasthan Medical and Health Subordinate Service.	Matron Grade I	50%	50%
		Matron, Grade II	25%	75%
		Asstt. Matron	-do-	-do-
		Sister Tutor	-do-	-do-
		Staff Nurse	-do-	-do-
		Midwife and Auxiliary Nurse	100%	..
		Assistant Unit Officer	..	100%
		Senior Malaria Inspector	..	100%
		Junior Malaria Inspector	25%	75%
		Surveillance Inspector	-do-	-do-
		Insect Collector and Surveillance Worker.	100%	..
		Propaganda Health Officer, Health Educator.	25%	75%
		Auxiliary Health Inspector, Statutory Inspector, Nutrition Inspector	100%	..
		Radiographer	50%	50%

		Assistant Radiographer	..	100 %
		Technician	100%	..
		Compounder Grade I and Grade II	..	100%
		Compounder Grade III	100%	..
		Trained Social Worker	50%	50%
		Vaccinator	100%	..
		Senior Physiotherapist and Physiotherapist	..	100%
		Senior Analytical Assistant and Junior Analytical Assistant	100%	..
16.	Rajasthan Industries Subordinate Service.	Superintendent, Cluster Type Training Centre/	25%	75%
		Superintendent (Designs)/ Superintendent (Arts)/	...	100%
		Superintendent, Industrial Workshop and Superintendent Quality Marking Leather and Lecturer Leather Institute.	25%	75%
		Supervisor Designs, Instructors Cluster Type Training Centres, Master Dyers, Instructors, Carpentry Instructor.	50%	50%
		Instructors (Designs), Instructor Weaving Designs and Instructor Wool Weaving.	100%	.
		Designer (Handicrafts)	50%	50%
		Supervisor Quality Marking	.	100%
		Instructor, Artistic Crafts	25%	75%

1	2	3	4	5
		Supervisor, Common facility Centre, and Supervisor, Quality Marking (Leather)	50%	50%
		Instructor, Leather Institute, Instructor (Weaving)	50%	50%
		Instructor (Blacksmithy), Grade II Carpenter-cum-Painter, Instructor, Leather, Dyer-cum-Painter, Instructor, Designs, Grade III, Trained Craftsman, Teachers, Social Welfare Scheme, Inspector, Quality Marking (Handicrafts)	100%	..
		Instructor, Handicrafts	50%	50%
		Assistant Instructor, Cottage Industries Institute, Jodhpur, Mistry Leather Institute, Instructor, Grade III, Shaver, Instructor Dying and Weaving, Skilled Blacksmith, Skilled Machineman, Skilled Mistry, Repairer of Standard Balances	100% ..	..
		Machineman (Leather Institute)	50%	50%
		Mechanic (Woollen Cottage Industries Institute), Mistry Cutlery, Block Maker, Carpenter Cottage Industries Institute	100%	..
		Senior Chemist	25%	75%

		Chemist Leather Institute	100%	..
		Chemist Saltpetre, Draftsman Saltpetre.		
		Inspector (Social Welfare)	50%	50%
		Inspector, Handicrafts	..	100%
		Inspectors, Power Looms	50%	50%
		Teachers, Social Welfare, Inspector (Quality Marking) Handicrafts.	100%	..
		Lady Supervisor (Tailoring Scheme)	..	100%
		Instructor (Hosiery), Tailoring and Embriodery Master, Instructor Tailoring Centres	100%	..
		Organiser Handicrafts,	25%	75%
		Propaganda Assistant, Skilled Weavers Grade I and II, Operator Handicrafts.	100%	..
		District Industries Officers	25%	75%
		Manager, Industrial Estate, Jaipur	..	100%
17.	Rajasthan Sanskrit Subordinate Service	Education	Assistant Director	..	100%
		Deputy Inspector of Sanskrit Pathshala.	50%	50%
		Sub-Deputy Inspectors	..	100%
		Principals of Upadhyaya and Shastri Colleges.	50%	50%
		Lecturers and II Grade Teachers	50%	50%
		III Grade Teachers	100%	..

1	2	3	4	5
18.	Rajasthan Ayurvedic Subordinate Service.	Assistant Directors	..	100%
		Inspectors, Vaidyas and Hakims Grade I, Assistant Physical Research	25%	75%
		Vaidyas and Hakims Grade II	80%	20%
		Vaidyas and Hakims Grade III	100%	..
		Registrar, Departmental Examinations	-do-	-do-
		Lecturer	25%	75%
		Demonstrators	100%	..
		Compounders, Nurses Selection Grade and Grade I	—	100%
		Compounders and Nurses Grade II	100%	..
		Laboratory Assistant, Botany Assistant and Mechanics.		
19.	Rajasthan Engineering Subordinate Service (Irrigation Branch).	Head Draftsman, Senior Draftsman	..	100%
		Junior Draftsman, Tracer	75%	25%
		Ferroman	100%	..
		Computor, Grade I	..	100%
		Overseer/Engineering Subordinate/Computor Grade II	100%	..
		Deputy Collectors	..	100%
		Zilledar	100%	..
		Head Signaller	..	100%
		Signaller	100%	..
		Silt Analyst	50%	50%
		Observor/Junior Research Assistant	100%	..
		Workshop Supervisor	..	100%
		Mechanical Overseer	50%	50%

		Road Roller Foreman Grade II, Tractor Supervisor, Grade II Road Roller Driver, Workshop Foreman, Tractor Mechanic, Tractor Driver.	..	100%
		Road Roller Driver, Grade II and Fitter Grade II	100%	..
		Helper Grade I or Tractor Assistant	50%	50%
		Mistry, Helper Grade II, Driver of Motor Vehicles, Legal Assistant, Mistry, Laboratory Assistant and Laboratory Foreman.	100%	..
20.	Rajasthan Archieves Subordinate Service.	Archivist, Research Officer, Assistant Archivist, Research Scholar, Research Assistant.	50%	50%
		Junior Technical Assistant	100%	..
		Chemist	50%	50%
		Assistant Chemist	100%	

Discussion Paper

on

Performance Appraisal

PERFORMANCE APPRAISAL

In any sound system of Personnel Management evaluation of the performance of employees must always be an important element It is through this system that the employer can measure the output of employees, keep them informed of what is expected of them and identify their needs for training. This system can also be used to instil confidence in the employees and to build up their morale. It can also enable him to make a distinction between a good worker and bad worker and enable him to reward the former and if possible help the poor performer correct his deficiencies.

2 In a Government which is responsible for rapid social and economic development, its employees must always function in a state of efficiency. They should achieve the norms prescribed for them. They should be honest and hardworking They should function in a harmonious manner and should work as a team to achieve the objectives laid down by the State policy To see that these objectives are being realized, there has to be a system of appraisal or evaluation of employees at all levels of public services

3. In Rajasthan the Government realized the importance of a sound system of employee evaluation and introduced a system of

Annual Confidential Reports soon after the constitution of important Service Cadres.

4. The object of performance appraisal through the annual confidential reports is to assess as correctly as possible—

(a) The extent to which each officer is physically, mentally and morally suitable for his office;

(b) Whether he is able to apply intelligently the law and procedure prescribed to cases coming before him;

(c) His treatment of his subordinates, and

(d) Behaviour towards his superiors and colleagues in other departments and relations with the public.

5 *Rating*—While a superior officer has been given fullest freedom and the right to record his opinion about the work and conduct of his subordinates, in doing so, he is to be guided solely by considerations of merit, justice, and fairplay. He is not to confine his reports to general remarks or monosyllabic replies, such as 'Yes', or 'No', or 'To some extent' which fail to convey an adequate impression of the officer reported upon. The Government instructions require that his remarks should be in such a form as to convey a clear and correct estimate of the officer reported upon. Every report should contain a summing up in general terms of the employee's good and bad qualities and a definite categorisation or rating as 'Outstanding', 'Very good', 'Good', 'Average', 'Poor', etc. The report should also specifically bring out any defects, remediable or otherwise. If any special incident has occurred during the period under report, which shows that the officer has performed very competently or very poorly, the same should be reported.

6. *Objectivity in rating.*—The risk of likely interplay of subjective human element and of conscious or unconscious bias, when a confidential report on an employee is recorded by a reporting officer who is his immediate superior, is sought to be minimised by the influence of the superior of the reporting officer, that is the countersigning officer. The countersigning officer is expected to have, as a rule, sufficient knowledge of the work and qualities of the employee reported on, to be able to judge whether the reporting officer's report is fair and correct If he does not fully agree with the reporting officer, he should indicate the nature and extent of such disagreement. He should not endorse the report as a matter of routine.

7. *Uses of confidential report.*—Confirmation, crossing of efficiency bar and promotion of the employees are based on the assessment of their confidential reports. Other uses to which these reports may be put to are appeals, memorials, placements and pension and occasionally disciplinary action though in actual practice these uses are rarely taken advantage of.

8. *Forms*.—The following three Forms of confidential reports are in use for different classes of Government employees:

(i) Form A: for persons belonging to State services and subordinate services.

(ii) Form B: for ministerial staff.

(iii) Form C: for officers of the Rajasthan Judicial Service.

With Forms A and C, there is a statement in writing of the officer reported upon as per prescribed Annexure. The specimen of Forms A, B, and C and Annexure are appended. The salient features of these Forms are summarised below:—

I. *Form A*.—In order that the thinking of the reporting as well as the reviewing officer can be directed to broad areas which are relevant to the officer being reported upon, the various entries in this Form may be grouped under the following eight heads (though no such grouping has been attempted in the Form itself):—

(i) *Qualifications and aptitude*.—Item 3 of the Form: general qualifications and aptitude and special technical and professional attainments.

(ii) *Performance and relations*.—Relevant items in the Form are:—

Item 4:

How the officer discharged his duties?

Item 7:

(a) Does the officer tour adequately?

(b) Control over subordinates.

(c) Contact with general public of the area.

(iii) *Qualities of Administration and Supervision*.—Item 5:—

(a) Patience, (b) Tact, (c) Courtesy, (d) Impartiality, (e) Personal character, (f) Mental alertness, (g) Initia-

tive and drive, (h) Powers of control, (k) Powers of application.

(iv) *Physical fitness.*—Item 5 (f) Constitution, (g) Physical energy

(v) *Special characteristics.*—Item 6: Special characteristics with outstanding merits or abilities.

(vi) *General remarks by reporting officer.*—Item 8: General comments on the way in which the officer has carried out his duties and estimation of his personality, character and abilities etc.

(vii) *Opinion of Head of Department.*—On conduct and efficiency of the officer reported on.

(viii) *Integrity certificate*—This certificate is to be given when there is nothing which might cast any reflection on the integrity of the officer reported on and when his reputation for honesty is good.

(2) *Form B.*—This form has been divided into two Sections. Items under Section I are designed to rate a member of the ministerial staff in respect of the performance of his duties in the present grade These items could be grouped under the following heads for the sake of assessing the utility of the Form:

(i) Job performance.

Item 1 : Knowledge of Branch and Department.

Item 2 Judgment.

Item 3 : Accuracy.

Item 9 : Zeal and industry.

Item 11 : Official conduct.

Item 13 : Capacity to note and draft.

(ii) Administrative and Supervisory Qualities.

Item 2 : Personality and force of character.

Item 4 : Powers of taking responsibility.

Item 5 : Initiative.

Item 7 : Address and tact.

Item 8 : Power of supervising staff.

(iii) Physical fitness.

Item 20 : Health

(iv) *General Remarks*—Including integrity certificate

Section II of the report deals with degree of fitness for promotion. The reporting officer has to say whether the employee reported upon is exceptionally well qualified, highly qualified, qualified or not yet qualified.

(3) *Form C.*—There are ten items in this Form designed to rate a judicial officer in respect of his work in the court, his integrity, his private character, and his relations with the Bar.

9. *Adverse remarks*—Reporting Officer should mention adverse remarks about those faults and deficiencies of an employee which have persisted despite his efforts to have them corrected He should, therefore, give an indication of what efforts he has made by way of guidance, admonition. etc. to get the defect removed and with what results. Adverse remarks which have been confirmed by the countersigning authority are only communicated to the officer concerned When a report is built upon the individual opinions as noted by different departmental supervisors in gradation, it is only the opinion as accepted by the highest authority which is to be considered from the point of view of communication Name of the reporting officer, who gave adverse remarks, is not to be communicated Along with the adverse remark the general total impression of the report in brief should be conveyed so that the concerned officer is not discouraged or left guessing as to the general purport of his report

10. Representations on adverse remarks are to be made within one month of their communication. The superior authority, who is higher to the countersigning authority, should consider these representations, in consultation with the reporting authority or countersigning authority, if necessary With respect to persons whose appointing authority is the Government, the representation is to be examined by the Secretary or Deputy Secretary of the Administrative Department concerned and appropriate orders are passed with the approval of the Chief Secretary and the Minister incharge. In case of adverse remarks, which are recorded by the Secretary of a department himself, the case is examined in addition by the Special Secretary, Appointments and a final decision is reached with the approval of the Chief Secretary, Minister incharge, and the Chief Minister. General experience is that disposal of representation against

adverse remarks is very much delayed. Some of the factors responsible for this are:—

(i) Adverse remarks are not communicated promptly by the Appointing Authority.

(ii) Leniency is shown to the officers in extending time limit of filing representation.

(iii) No specific time is fixed within which the Reporting Officer, to whom representation is sent, should send his comments and he takes his own time.

(iv) Appointing Authority does not take a final decision promptly.

II. *Observations of the Ranawat Pay Commission.*—The Forms of confidential reports in use at present came for scrutiny before the Pay Commission in connection with the promotion policy of the State The Commission felt that changes in these Forms are necessary and suggested the following measures :—

(1) Separate Forms of confidential reports may be prescribed having regard to the particular nature of each service. Some items, like initiative, drive, ability to exercise control are redundant and meaningless in the case of confidential reports of ministerial employees.

(2) Details of achievements and performances and quality and quantity of work done should find adequate place in the report

(3) In order to remove vagueness and tone down excessively exaggerated remarks in the confidential report, the general remarks covering the entire personality should be written in a narrative form expressing opinion on important points in a precise manner, viz., (i) quality and quantity of the work done indicating the facts pertaining to special achievements and performances, if any or shortcomings and defects quoting a few instances; (ii) ability to exercise supervision and control (applicable to supervisory posts only), (iii) integrity, (iv) conduct of employee, and (v) whether considered fit to exercise responsibility of higher post.

(4) Adverse opinion or condemnation of work should be specifically based on facts of particular cases and hard language or terms should ordinarily be avoided.

The forms of confidential reports in vogue are apparently inadequate and unsuitable and the need of drawing new Forms has already been recognised.

12. *Disclosure of the contents of reports*—The present system of keeping performance rating as confidential appears to be breeding suspicion in the minds of the persons reported upon and what is worst is that they never know where they stand in the estimate of their superiors. It is natural that they should want to know what their superiors think of them and how well or badly they are getting on in their jobs When this is denied a sense of insecurity develops in their minds which tends to affect their performance If, therefore, a reporting officer discusses with the ratee the report which he is going to write, in an informal atmosphere and gives the ratee the opportunity to express his own views about the report, it should have a wholesome effect on the quality of reporting and the morale of the employees The evils of the present practice of communicating only adverse remarks can to a great extent be removed by such discussion at the level of the reporting officer The system now practised also affects the issue of promotions.

If a person is not permitted the opportunity of correcting his deficiencies, which is difficult to do if one is not apprised of them, he will not graciously accept what seems to be a retractive evaluation of his performance He will assume, and rightly so in some cases, that he has been deliberately underrated. Moreover, an average performance does not require any communication about performance to the employee but an average rating may be unacceptable for the purpose of promotions We must, therefore, consider the place of the confidential report in our promotion system and reflect upon the relative advantages and disadvantages of confidential reports when such reports can constitute the sole or primary basis of selection. Are there changes which can be made in the present usage of the form which can create a climate of trust about the accuracy of the report and its validity as a tool for deciding promotions ?

13. *Training of Rating Officers*—Though the Form of confidential report is important, the training of the rating officer in the art of evaluating subordinates is still more important Such training cannot be pulled out of books but rather out of experience At present there is no system of training of this nature in the State Rating of people is very difficult skill The technique of making accurate rating

improves the ability of the rators to make accurate judgment which can be acquired only by training.

14. *New Forms for Performance Evaluation.*—Certain broad criteria should be kept in mind in designing such forms:—

1. The terms performance evaluation should be taken seriously, that is, information recorded in such a form should be as pertinent as possible to behaviour relating to a particular job. Extraneous considerations should not enter, and general considerations of personality should be defined within the context of the job.

2. Evaluative terms should have a precise definition, for such terms as good, fair, etc., may vary in meaning from officer to officer unless standardized definitions are provided to guide the reporting officer. Not only does such a practice give added meaning to the content of the report, but objectivity is enhanced when common definitions are used by those handling the forms.

3 In many instances, the assessment contained in a report must be juxtaposed against other assessments in order to determine the best qualified applicant for a position. This generalization assumes that merit will play a part in promotions, and if it does, information collected on employees should permit valid comparisons. The present form does not allow this because of the vagueness of the questions proposed and the overly simple answers which such vague questions invite.

4 If a rating, promotion and placement system rely heavily on performance reports, then these reports must of necessity contain clear information on the candidate. In other words, the more significant the role of formal assessment procedures, the greater is the need to have refined procedures.

5. An evaluation form can serve several purposes; employee counselling, placement, and promotion. A supervisor may need to make decisions concerning those of his employees who require training. A well devised form can indicate what type of training would be suitable for particular employees. A job may require certain experience and aptitudes, and the correctly devised form can assist in the matching of person to job. The relationship between evaluation

techniques and promotions has already been adequately discussed in this and the statement on "promotions".

15. The task of preparing appraisal forms in accordance with the criteria suggested above to suit the requirements of personnel management in various services and departments of the State must proceed with the assumption that different forms would be necessary for broadly different job classifications Various forms are required to account for the nature, duties and functions of the respective organization units including personnel and positions concerned This would require grouping of existing services and positions for the purpose of designing an appraisal form for each group It would also be necessary to evolve suitable evaluating factors to be included in the form and give them a precise definition. Some of these factors might find repetition in each appraisal form, but there may be some other factors which would be exclusive to one form depending on the peculiar nature, duties and functions of services in a particular group. Another aspect which would need special attention is the system of "grading" a ratee in respect of each evaluating factor The existing confidential report forms require assessment in one of the five grades—outstanding, very good, average, and poor. The same was the case in respect of Central Secretariat Services of the Government of India previously but they have now changed over to only four grades in respect of officers of the grade of Under Secretary and above, viz, 'fit for out of turn promotion', 'not yet fit for promotion', and 'unfit for promotion'. The Administrative Reforms Commission have suggested retention of only first three grades, and the delition of the fourth grade.

16. Knowing well that the task of designing forms is a laborious and time consuming work, the following suggestions, some of which are based on the thinking already done by senior officers in syndicate studies conducted by this Institution in consultation with experts, are made to facilitate discussion

1. Separate appraisal forms should be evolved for the following categories :—

(i) *Top Executives*—Super time-scale officers of All-India Services and such Heads of Departments from State Services, who have reached the top of the ladder of promotion, viz., Chief Engineer, Director of Agriculture etc

(ii) *Other senior and Middle Executive and Managerial positions.*—All positions in the All-India Services and State Services excluding those covered by item (i) above.

(iii) Subordinate Service personnel.

(iv) Ministerial Services.

In respect of items (ii), (iii), and (iv), however, more than one form may be designed if the sum total of the evaluating items for all services in the group put together becomes so large that there is likelihood of confusion or the form becomes too bulky

2. Generally an appraisal form may consist of five parts, each dealing with one of the following aspects :

(1) Personal data and job-description.

(2) Personality.

(3) Performance

(4) Relations.

(5) Overall assessment by Reporting Officer, integrity certificate and remarks of Reviewing Officer.

(6) Work statement to be filled by the ratee

It may, however, be not necessary to divide the form meant for Top Executives in so many parts

3 Evaluating factors and their definitions may be thought of on the following pattern

(a) *Form for Top Executives*—Since such officers have already reached the top of promotion ladder and their inter-departmental mobility is very much restricted by the specialisation they have acquired it should not be necessary to design any elaborate form for them. The following items of assessment might be enough .

(1) State of Health.

(2) Integrity.

(1) General assessment (to be written in a narrative form) of the officer's personality, his good qualities and shortcomings with particular reference to his·

(i) drive,

(ii) capacity for handling people effectively,

(iii) judgment,
(iv) ability to communicate,
(v) administrative ability,
(vi) creativity,
(vii) ambition, and
(viii) know-how

(b) *Form for Senior and Middle Executives and Managerial positions*—The bulk of the senior and junior officers belonging to All-India Services and State Services come under this group The functions and nature of duties of these officers differ from service to service The task of devising one form to serve for all services in this group is really difficult An appraisal form, which was evolved in one of the syndicate studies in this Institution is appended This form may be found to be suitable for all generalist services and for some of the professional services With certain additions or replacement of some evaluating factors, it may be possible to adopt this form for all services and positions covered by this group Some new factors are suggested below

Factors	*Explanation of factors*
1. Intellect	Consider whether the officer is exceptionally bright or dull or a shade between these two positions.
2 Professional ability	
(a) Theoretical ability	Theoretical knowledge and its application in interpreting data.
(b) Experimental or practical ability	Whether he is able to conduct experiments or practical work and what is the quality thereof ?
3 Originality :	Whether he produces new and good ideas and whether these ideas are sound ?
4 Technical judgment	Whether he can discern the essence of the problem and can select proper line of attack or whether he fails to distinguish what is important from what is not ?
5. General professional knowledge.	Whether his knowledge is wide, thorough, and up-to-date, or it is restricted or superficial ?
6. Professional speaking and writing ability.	Does he express himself clearly and constantly orally and in writing on technical/professional matters ?
7 Specialization	Mention the field of specialisation, if ny, and its quality and depth.

Factors.	*Explanation of factor.*
8. Feeling for his special subject.	Whether he has a sense of feeling for the special job he is on and right attitude required for it ?

(c) *Form for Subordinate services.*—This group also covers a wide range of job descriptions. A Tehsildar, an Inspector of Police, and of Customs, Excise or Transport, etc., hold positions which are executive in nature An Overseer in an Engineering Department, a Compounder or Nurse in the Medical Department, or a Driver in the Motor Garage Department, have quite different jobs to perform There is yet another class of positions, which are manned by skilled workers such as Foremen, Printers, Carpenters, Blacksmiths etc., All these varied assortment of positions and many more are included in this group. The following are some of the factors which could be made use of in designing appraisal forms for positions under this group :

Factor	*Explanation of factor.*
1. Job knowledge (including technical and professional knowledge)	Is he up-to-date in his knowledge of the subject and does he keep abreast of current developments ?
2 Writing ability	Does he express himself clearly and consistently ?
3. Application to work.	Does he complete his work in time, without excuse for delay ?
4 Quality of work.	Is he accurate, thorough and thoughtful in his work ?
5. Originality.	Has he shown his capacity to think new approaches to problems, and has he been successful in working out practical and realistic solutions ?
6. Output	Has he produced a reasonably good amount of work ?
7. Temperament	Whether he maintains self control in difficult situations ?
8. Reliability and punctuality.	Whether he can be relied upon to do a job? Whether he is punctual and regular in his duties ?
9. (*a*) Relations with colleagues :	How well has he got on with his equals and subordinates ?
(*b*) Relations with superiors.	Is he reliable in his relation with his superior and does he offer constructive advice where appropriate ?
10. Cooperativeness.	Has he been ready and willing to carry out work assigned to him ?

Factors	*Explanation of factor.*
11. Devotion to duty.	Is he interested in his work and does he exhibit dependability ?
12. Supervisory control.	Does he effectively develop and utilize his subordinates and is he able to train and guide them (where applicable) ?
13. Professional or technical skill	Has he acquired competence to do technical/professional job in an efficient manner ?

(d) *Forms for Ministerial Staff*—It may be necessary to design three appraisal forms for the following categories of ministerial staff·

(1) *Supervisory staff.*—Section Officers in Secretariat and Superintendents in Departments.

(2) *Non-supervisory staff*—Assistants, U D Cs and L D Cs

(3) Stenographers

A study of the model forms suggested in the brochure "Performance Appraisal System and Techniques", written by Shri V Kumar is recommended for designing suitable appraisal forms for positions under this group

The following issues may be discussed

(1) Whether separate forms should be evolved to reflect more accurately the type of activity common to one or more services? Forms appropriate to groups of services and positions may be considered and recommendations may be made on the line of action which the Government should adopt to finalise the new forms.

(2) Whether specialised training should be given to officers in order to ensure that there is a common understanding of the forms used, the uses to which it will be applied, and the approach which should be taken in utilising the form? If adopted, such training might also give guidance to supervisors about the process of communicating assessments to employees Many organizations and Governments give their managers and administrators training in the general area of supervision, and performance assessment is usually included as a component of such training. The question for us to consider is the possibility of introducing such training on a systematic basis in Rajasthan and the arrangement to be adopted in providing such training.

(3) Whether performance rating should remain confidential, with the exception of transmitting adverse remarks? There are pros and cons to confidentiality in performance rating, and the problem should be discussed in terms of the need to give employees useful information on their performance and to keep them apprised of their competence while at the same time allowing the reporting officer to have sufficient freedom and anonymity to candidly state his evaluation of a subordinate

4. The system which should be followed in communicating information to employees Specifically, attention must be directed to such issues as the content of what is communicated to employees and the timing of such communications.

5. As pointed out earlier, it will not be possible for this Seminar to suggest draft forms for performance appraisal but Seminar can lay down broad guide lines in the preparation of forms It is further suggested that a small committee consisting of Special Secretary, Appointments, Head of the concerned Department or Deputy Secretary, O & M may be constituted to devise Appraisal forms for various services. The new forms can be used from the year 1970-1971. A comprehensive Manual should also be prepared for guidance of reporting and reviewing officers

FORM 'A'

(See Instruction 5 of Part I)

GOVERNMENT OF RAJASTHAN

Annual Confidential Report on Officers of State Service and Subordinate Service for the year 1st April, 19   to 31st March, 19   .

1. Name of Officer Date of birth.

2. Appointment held during the year (with dates) and pay and scale of pay.

3 General qualification and aptitude for post held including any special or technical and professional attainments

4 Manner in which the officer discharged his duties during the year i e if satisfactory or otherwise (specific instances of unsatisfactory work, if adversely commented on, to be cited with number and date of orders passed)

5. How do you rate the officer regarding the following matters (Mention whether "Outstanding", "Very good", "Good" "Average", or "Poor", etc)

(*a*) Patience

(*b*) Tact

(*c*) Courtesy

(*d*) Impartiality in his relations with the public and subordinate or superior staff with whom he comes in contact

(*e*) Personal character

(*f*) Constitution

(*g*) Physical energy

(*h*) Mental alertness

(*i*) Initiative and drive

(*j*) Powers of control.

(*k*) Powers of application

6. Has the officer any special characteristics and/or any outstanding merits or abilities which would justify his advancement and special selection for higher appointment in the service ?

7. (*a*) Does the officer under report tour adequately ?

(b) Does he maintain adequate touch with and control over his subordinates or does he leave work unduly in their hands?

(c) Is he in touch with the general public in the area under his charge?

NOTE :—Government attaches great importance to touring and, therefore, the number of days and nights prescribed for touring and those actually spent on tour should be mentioned against item 7 (a).

8 General Remarks—

The report should comment generally on the way in which the officer has carried out his various duties during the year and should give an estimate of his personality, character and abilities making particular mention of his relation with his fellow officers and the general public and in the case of an officer of Police Department his faculty for supervising investigation and prosecutions It should contain an opinion on any point specially required at any time, e.g., fitness to cross the efficiency bar and in the case of technical department should notice professional qualifications and ability. It should also give factual information regarding disposal of case work (in the case of Magistrate S D.O. etc. and number of inspections made by officers)

Date. . . . Signature and designation of Reporting Officer

Opinion of Head of Department (When not reporting officer) on conduct and efficiency of the officer reported on.

Date . Signature and designation of Head of Department.

INTEGRITY CERTIFICATE

(NOTE.—If it is intended to withhold Integrity Certificate, the Drawing/Countersigning Authorities should follow procedure laid down in Memorandum No F. 20 (9) Apptts. (A)/57, dated the 28th July. 1959)

Nothing has come to my knowledge which casts any reflection on the integrity of Shri. ....His general reputation for honesty is good and I certify his integrity

Date...... ... Signature and designation of Reporting Officer

FORM 'B'

(*See instruction 5 of Part I*)

GOVERNMENT OF RAJASTHAN

....Department.

Confidential Annual Report on Ministerial staff for the year 1st April, 19 to 31st March, 19 .

Name..

Rank.. ....Branch..........

Date of (a) Birth.. .. ....

(b) Entry to Government service ....

Present grade ....

For notes on compiling the report see overleaf

Section I—Performance of duties in present grade

		Remarks
1	Knowledge—	
	(*a*) of Branch	
	(*b*) of Department	
2	Personality and force of character	
3	Judgment.	
4	Power of taking responsibility	
5	Initiative	
6.	Accuracy	
7	Address and tact	
8.	Power of supervising staff	
9.	Zeal and industry	
10.	Health	
11.	Attendance [See note (2)].	
12.	Official conduct (discipline) (See note 2)	
13	(*a*) Capacity to note	
	(*b*) Capacity to draft	

General remarks (including a statement on integrity and reliability and a note of any special qualifications not included above)

Section II—Degree of fitness for promotion.

Delete all but one of the following :—

Exceptionally well qualified/highly qualified/qualified/not yet qualified.

Remarks:—

Date................ .Signature (Reporting Officer) .. ..
Rank......... ....

Remarks by countersigning officer.

Signature (Head of Department) ... .

Date . .. .

Designation ....

NOTES

SECTION I

Insert in this Column A, B, C, D, or E against each item to the following appraisement:—

A—Outstanding.
B—Very Good
C—Satisfactory.
D—Indifferent
E—Poor

FORM 'C'

CONFIDENTIAL REPORT ON RAJASTHAN JUDICIAL SERVICE OFFICERS

Name of Officer

Year of report

How employed

Points to be covered by the Report.

1. Integrity of the Officer
2. If he is fair and impartial in dealing with the Public and the Bar.
3. If he is cool-minded and does not show temper in Court.
4. His private character, if such as to lower him in the estimation of the public and adversely affect the discharge of his official duties
5. Capacity to handle files systematically.
6. Whether judgments on facts and law are, on the whole, sound, well reasoned and expressed in good language.
7. Whether the disposal of work, is adequate
8. Control over the office, and administrative capacity and tact
9. Capacity to control the proceedings in Court with firmness and follow the procedure prescribed by law
10. Relations with the Bar

Merely a reference to the previous year's remarks will not do

The remarks are to be sent confidentially with a D. O letter addressed to the Registrar by name, and should on no account be communicated to the officers concerned.

Remarks by the District Judge

Work done Inst. Dist.

Standard Below Std. No

Judgments noticed *Remarks.*

Remarks by the Hon'ble Administrative Judge

Remarks by the Hon'ble Chief Justice

6. *Temperament*

Self control) Poise, ability to stand stresses and strains.	Invariably deals with different situation with poise and self control.	Generally maintains self control.	Usually maintains self-control but occasionally gets disturbed by difficult problems.	Frequently loses control and exhibits erratic behaviour
	[ ]	[ ]	[ ]	[ ]

PERFORMANCE.

PART—A—II.

FACTOR	OUTSTANDING	ABOVE AVERAGE	AVERAGE	BELOW AVERAGE
7. *Output.* Consider achievement of targets and norms fixed. (Specify work done in Sec. B).	Outstanding in the amount of work he does. ☐	Gets through a great deal of work ☐	Output Satisfactory. ☐	Insufficient Output ☐
8. *Quality and Dependability of Work.*	Distinguished for Accuracy and quality of work and Justifies complete confidence. ☐	Work is generally of high quality and dependability. ☐	Reasonably well-accurate and usually dependable. ☐	Quality is uneven. Is slipshod in his work. ☐
9. *Job knowledge.* Technical or general knowledge about the job he is doing.	Possesses excellent knowledge of all aspects of the work and strives to expand his frontiers of knowledge. ☐	Knows his job thoroughly ☐	Possesses adequate knowledge required of the job. ☐	Knowledge inadequate to retain in job without improvements. He has not gained enough competence. ☐

10 *Organisation and Control of Work.* (Specify remarks passed by the inspecting officer at the time of inspection of reported officer). Also specify the quantity and quality of inspection & tours done by the officer reported upon in Sec B.	Successful, efficient & capable supervisor and runs his organisation smoothly and effectively.	Good Supervisor and runs his organisation reasonably well	Moderate ability to organise and control.	Lacks control over staff and leaves things to his subordinates.
	☐	☐	☐	☐
11 *Cost consciousness.* Assessment of effort made in controlling costs of major items and timely action taken to effect economies wherever necessary.	Achieves large economies by taking purposeful measures in all sphere.	Usually successful in bringing about economies in most spheres.	Does not make any special effort to effect economies although not wasteful	Wasteful in his work.
	☐	☐	☐	☐
12. *Ability to communicate.* Capacity for expressing and selling ideas in clear simple and logical manner.	A ORALLY ☐	☐	☐	☐
	B WRITING ☐	☐	☐	☐

RELATIONS—PART A—III

13 *Relations* (Indicate in the terms specified).

(*a*) With colleagues—Friendly, Co-operative, obstructive, individualisitic selfish.

(*b*) With superiors—Co-operative, irresponsible, obstinate, Straight forward.

(*c*) With subordinates—Considerate, indifferent, harsh, soft, impartial, partial.

(*d*) With public & non officials—Helpful, sympathetic, indifferent, rude.

PART A—IV

14. Do you feel this officer would do better work as well as be more happy in another position or type of work?

☐ Yes ☐ No

If the answer is yes, what position or type of work he should be in..
....

---

15 Personal characteristics and elements of job performance requiring improvements.
(*a*) (*b*) (*c*) (*d*)

16. Have any of these defects been brought to his notice in the past and to what extent he has shown improvement in that behalf

17- Indicate probable potential capacity for taking higher responsibility.

☐ Is ready for the job now ?

☐ He will be ready-once he receives development and training/and/or addl. experience.
How long ? ....

18. *Overall assessment/Reporting Officer.*

These comments should indicate the way in which the officer has carried out his various duties during the year and give a summary of his personality, character and abilities. Particular mention should be made of instances of outstanding or notable work meriting special commendation, if any, and also of instances of particularly poor or indifferent work during the year giving brief particulars.

Date

Signature and designation of Reporting Officer.
NAME......................................
DESIGNATION..............................

19. *Remarks of the Reviewing Officer.*

(The Reviewing Officer should carefully consider and state whether he accepts the assessment of the Reporting Officer on all respects. If he differs from the Reporting Officer in any respect, the fact should be clearly stated)

Date

Signature of Reviewing Officer.

NAME ....

DESIGNATION ....

20. Remarks of the District Development Officer in case of district level officers.

District Development Officer.

21. Remarks by the Head of the Deptt.

Signature of the Head of Department.

DESIGNATION ....

Date

INTEGRITY CERTIEICATE

22

(NOTE.—If it is intended to withhold Integrity Certificate, the Drawing/Countersigning Authorities should follow procedure laid down in Memorandum No. F. 20 (9) Apptts. (A) 57, dated the 28th July, 1959.)

Nothing has come to my knowledge which casts any reflection on the integrity of Shri......................... ..
His general reputation for honesty is good and I certify his integrity.

Date

Signature and designation of Reporting Officer.

SECTION B

WORK STATEMENT IN THE FORM to be provided by Head of the department concerned. To be filled in by the person appraised and to be countersigned by the Reporting Officer. The person appraised will certify that information furnished is correct and true as per record and his knowledge.

Discussion Paper

on

Training

TRAINING

To assure that training occupies its rightful place in the personnel system of the state, it is essential that the appropriate institutional or organizational apparatus be provided. Although much training occurs by virtue of sheer exposure to job situations, a complicated government with innumerable job requirements which have to be met both speedily and competently cannot rely upon adhoc, a piecemeal, and unpredictable training. The learning by doing approach is still valid, but we have passed the time when this approach was solely adequate. In the first instance, many may learn to do what is not commensurate with the most current practices in a particular technical or administrative field. If those who impart the training are effective, their effectiveness will be increased if their charges have been given a foundation upon which practical training can take hold. We must also acknowledge that the equipping of large number of persons for government work is a slow and inefficient process if left only to the informal and accidental acquisition of experience. This fact is particularly pertinent in a system where persons from a variety of backgrounds are brought into the Government with the expectation that the intellectual raw material is there and can be developed by

experience and training. Upon these premises a case can be made for a systematic and organizational approach to training.

CENTRAL TRAINING INSTITUTION

2. The Government of Rajasthan has made its commitment to training. The Harish Chandra Mathur Institute (formerly Officers' Training School) bears witness to the longstanding interest which the Government has manifested in training its civil servants. From its inception as a centre in Jodhpur for the training of the Rajasthan Administrative Service Officers and subsequently accountants to its present status as an Institute of Public Administration, this school has been an asset in providing our government with qualified manpower However, its role as a central training organization of the state must be developed and expanded to suit the technical and administrative responsibilities which our government has assumed.

3. The Institute has been assisted in its efforts to strengthen its programme with grant from the Ford Foundation Because of the potential exhibited by the Institute, the Foundation saw fit to provide resources for developing training material which would be directly applicable to the problems of state administration, for making modern training equipment available to the Institute, and for increasing its library resources.

4. Recently, the Government concurred with a reorganization plan recommended by the Institute. The plan provides for a research unit which will furnish the information required to make trainees more conversant with the milieu in which they must function In addition, an extension wing which will structure selected field training for officers will be established. This unit will also have a special interest in communicating to the Government various findings resulting from training which could improve the efficiency and effectiveness of our administration. The training programme will comprise a separate unit to be staffed by the existing faculty with some staff support coming from the University While preserving the initial purpose of the Institute, the curricula will be increasingly concerned with management and refresher training It would be appropriate to consider the role of a central training organization in Rajasthan A few suggestions are presented to give direction to our thinking.

5. It is important to recognize the obvious, namely, that no single institution can adequately meet all of the training require-

ments of the state The HCM SIPA should continue to give the foundational training to inductees into the Administrative Service and is the logical venue for training IAS officers deputed to Rajasthan following their training at the National Academy. Engineers and other functional cadres have comprised the foundational training at the Institute. In addition, accountants and financial officers constitute an important group being trained by the School From the above it appears that training which equips persons with skills common to various departments and which would not be the peculiar responsibility of a single or a few departments should be handled by a central training organization such as the Institute Moreover those services having sizable populations should look to the Institute as their training resource Accountants and Accounts Officers need basic tools and information regardless of their departmental base General administrators need a knowledge of management practices as well as the political and economic context in which they will be functioning and the basic character of government regardless of the departments which they may be serving Both groups are sufficiently numerous to require a systematic, ongoing training programme, and a central set up is the most efficient mechanism for coping with this need. The principle enunciated here can easily be extended to other fields where common concerns and fairly large numbers predominate Management training, where the emphasis is upon management tools and general political and economic training, is the logical responsibility of the Institute No single department could bring together the resources to provide such training, nor would it make sense for such attempts to be made. The Service system as presently constituted means rather frequent interdepartmental exchange of personnel, and this being the case, it is desirable that training experiences involving the sharing of departmental concerns be arranged Since the knowledge to be gained is related more to a professional capacity than to a functional department, a central instrument such as the Institute is to be preferred. Also, such a format permits a cross fertilization of ideas which is helpful in a situation where a person can expect to work in several departments during his career.

6 The Institute should also offer from time to time specialized courses which will have broad appeal Development Administration is an example of an important segment of administration which crosses many departmental boundaries. It also represents a field of extreme importance to the Government and might be consi-

dered as one of the more critical and complicated areas of administration. It is a field of training that would require much planning and preparation. Although many departments have an interest in this area, the Institute should plan and administer the training, both because of the interdepartmental nature of the subject as well as its key significance to the overall objectives of the Government's policies. Other areas of administration having similar properties should also fall within the Institute's jurisdiction.

7. A field of training which might be generally described as public policy training also belongs within the domain of the Institute. Public policy training is usually concerned with the broad substantive questions of policy, *i.e* economic planning, development administration, national integration. Such training would, of course, be offered only occasionally and would most logically be extended to relatively senior people in government whose general knowledge of a particular subject would aid them in their decision making responsibilities.

8. Refresher training which would keep our officers alert to new knowledge which could affect their performance should supplement the Institute's present emphasis on foundational and job orientation training Although this represents an enormous undertaking, steps should be taken, in consultation with concerned departments of Government, to establish such training The two previous proposals are derived from recommendations made in the A.R C. Personnel Report.

DEPARTMENTAL TRAINING

9. For the most part, specialized functional training should be the responsibility of the various departments. Although the Institute has a stake in interdepartmental or government wide functional training, the skills unique to a specific department should be taught by that department, especially if the size of the department and the number of the candidates to be trained is sizable. This principle is illustrated by two departments of our government, Family Planning and the Rajasthan Police Service Although both departments are responsible for their technical training, their recruits participate in the more general foundational training offered by the Institute. Such an arrangement might represent a prototype of what other departments should do.

10 Departmental training is likely to be neglected unless the department makes a conscious attempt to include training in its agenda of priorities. This, of course, will mean assigning at least one person to the task of directing and organizing the department's training programme Each department must develop its own system for training but should consider two areas as basic to its training charter, orientation training and refresher training If this suggestion is widely adopted, we can expect a gap between the willingness of departments and their competence to conduct training Although credibility is initially established by virtue of the department's special responsibility in an area of administration and the experience which should obviously accompany this, the training skill *per se* may be absent Therefore, the HCM SIPA should function as a resource to departments wishing to develop training, the role of the Institute being to give guidance concerning training curricula and methodology, recognizing that the substantive competence rests with the department. In addition, training personnel from the various departments should be designated and given some formal training in training techniques and methods The Institute might organize clinics or seminars to accomplish this purpose. There is also the possibility that the Training Division of the Home Ministry, as a result of recent conference on the 'Training of Trainers' in Mussoorie, may organize such a programme Regardless of the venue, trainers must be instructed, otherwise, we shall be guilty of assuming that anyone can organize and develop training—a point of view to be discouraged.

11. The departmental training division or staff should assume not only the task of internal training but should constantly guide the head of the department in selecting outside training experiences for his employees Training activity is proliferating in India, and much of it is highly relevant to the problems of government, although the participation of government servants in such training is at best minimal. The management institutes at Ahmedabad, Hyderabad, and Calcutta occasionally produce programmes which are applicable to government service IIPA is another organization conducting training which would be useful to state civil servants Of course, the frequent activity of the HCM SIPA must be systematically reviewed by departmental training officers in terms of its relevance to the department's training concerns Possibly, an officer primarily responsible for training can offset the present tendency of some departments to be casual in deputing officers to training at the

Institute. Occasionally, trainees are sent to the training belatedly, that is persons sent to foundational or orientation training have already put in serveral years of service and have passed the time when orientation makes any sense. There is also the problem of persons being assigned to training as a means of filling in time until a new posting can be arranged. It has also been alleged by some trainees that extra-departmental training is used as a convenient technique for transfering persons. Training is too important and too expensive to be given to the most expendable members of a department or be used as a means for accomplishing non-training objectives A training consciousness within a department epitomised by a training officer or staff might limit these practices. It is, of course, the ultimate responsibility of the senior officers of a department to express the commitment to and understanding of training which will make it a rational and useful aspect of the department's personnel system. A liaison should be maintained between the departments and the HCM SIPA in order to ensure relevant training. An important aspect of this liaison should be feedback to the Institute. The validity of training is judged by its utility. Therefore, concerned departments can render a valuable service to the Institute by keeping its staff informed, to the extent possible of the impact of the training which its employees receive Unless this occurs, we have no assurance that the training is hitting its target.

12 The preceding discussion envisages an expanded investment in training by departments of Government. Whether it be through internal training or close collaboration with the HCM State Institute of Public Administration, or both, the departments should consider the possibility of formalizing their training responsibility.

SINGLE PURPOSE INSTITUTIONS

13 There remains one additional institutional area of State training to be considered—the special institutes or schools of a single purpose nature. These have been established to deal with a specific technical or administrative problem which is of sufficient dimension to require a continuous and exclusive focus. The Tehsildar School (All Purpose Revenue Training Centre) at Tonk and the Tribal Training and Orientation Centre at Udaipur are prime examples of such institutions. The five schools for Gram Sewaks and Training Centres for elected representatives in Panchayati Raj institutions represent the same type of institution. These institutions deserve to

be strengthened, for those trained under their auspices will staff those posts which, if filled responsibly, give credence to the principles of democracy and development that we espouse. In instances where these institutions give basic orientation training, they have an opportunity to instil the spirit and competence which is so essential in positions where the demands are arduous Many of these institutions are functioning under continuous apprehension of closure due to economy measures The staff feels insecure about both the institution and their job situation In certain instances, the department under whose auspices the training takes place does little to support and guide the training These factors combine to create an atmosphere which is hardly conducive to successful training Measures should be considered which will relate these institutions more directly with the concerned departments A review of these institutions should take place, the purpose of which should be to ascertain how they can be more effectively coordinated and utilized

14. We are, of course, ultimately dependent upon the senior officers of the Government for the success of training in the State, for they must elevate training to the status which it warrants if the programmes and institutions themselves are to be maximally effective. In the light of the above discussions, the Seminar may consider the following.

(a) Effective training is an aspect of the personnel system Our training activities should be coordinated to the manpower requirements of Government, to the career development of Government servants, and to the fundamental programmes and policies of Government The Government should constructively assert its influence in behalf of training, making certain that persons trained are utilized in a manner consistent with the training received or are given the training which their present and anticipated responsibilities require Measures should, therefore, be considered which will make our training rational and supportive of sound personnel principles

(b) Training coverage should be extended There are still segments of the civil service, primarily in the subordinate, class IV and ministerial services, where little or no training is provided. The training of lower level services is particularly important because it is through contact with such functionaries that the public frequently forms its impression of the government. In addition, attention must be directed at

refresher and management training at all levels. To date, the emphasis has been too exclusively on orientation and introductory job training. In keeping with the recommendations of the A.R.C. Personnel Report, the organization of senior management training on policy making, programme planning, programme review and problem solving must also be undertaken. Consideration must be given to a comprehensive training plan which will include all public personnel. Specific recommendations should be made with respect to the extent, duration, and frequency of such training.

(c) Existing training activity must be more closely coordinated. Departmental and institutional training now in operation should be subject to a rational overall State training scheme. Although the initiative for designing and implementing training should reside with departments, the Government should consider ways whereby all of the training resources can be made available to various training programmes. Such resources as books and materials, equipment and training expertise should be shared so that training of the highest quality can be experienced by all departments and their trainees.

(d) Closer liaison between training and government operations should be developed Departmentally sponsored training as well as that of the HCM SIPA must be benefitted by the input of the various departments being served Steps should be suggested which will give these institutions the credibility and validity which comes only when the concerned departments devote sufficient resources and attention to their training mission. Under this broad consideration, such questions as the relevance of the training, posting principles, and budgetary allocations may be examined.

(e) The development of training competence should be a fundamental objective of the Government's programme. Discussion should focus on a system which will select, train, and assign persons in terms of the training needs of the State With the building of an enduring training capacity as its purpose, the Government should give thought to the necessity of developing a group of training technicians who will be able to fit the needs of various areas of training and who will be able to serve in situations long enough to permit the

emergence of genuine training expertise and the development of viable training institutions. A staff selected at random or a transient group of officers denies the State the dividend which it deserves from its investment in training. One possible arrangement might be to select a panel of individuals from the various services who have an interest and aptitude for training. These persons could be trained as trainers and posted in positions which have a training bias Each service would then be assured of having qualified personnel to staff its training positions and the Government would have at its disposal an experienced group of training experts.

(f) It would be inconsistent with sound governmental practices not to evaluate the effort and expenditure devoted to training · Unfortunately, scientific techniques for such evaluation are unrefined and lack widespread empirical validation However, constant attempts to secure feed-back from the operational staff of Government about the impact of training can be sought A reconstituted State Training Advisory Committee including representatives from key departments could be established to promote a training consciousness in the Government, offer general guidance to those responsible for conducting training, and to evaluate and review the effectiveness of the State's training efforts

OTHER PAPERS

TRAINING

by

B MEHTA,
Chairman, Rajasthan State Industrial and Mineral Development Corporation Ltd

The need for training of its employees has been recognized by governments, at all times though its content, method and importance have varied according to the goals that are proposed to be achieved In the middle ages when religious institutions played important part, members of the Church in Europe and the Brahaminical hierarchy in India were trained accordingly In monarchical form of government appointments were made from influential and traditional families It was then expected that traditions of the family and education that was given to them, was adequate to meet the requirements of public administration In a totalitarian government, trained party men are recruited to man the services The following extract from the article of Malcolm S Adiseshiah on "Frontiers of Intellectual Co-operation" published in the Journal of Constitutional and Parliamentary Studies, Vol III No 1 gives an idia as to how the thinking on recruitment and training have been changing :

"A proposal in the mid-nineteenth century that civil servants should be chosen on the basis of intelligence and intellectual merit as evidenced in their university performance, that Government officers should be given formal and specialised training created a near revolution in the United Kingdom and led to the resignation of two Cabinet Ministers at that time. The then Prime Minister dismissed this proposal to replace the existing system of appointment by patronage and influence by a system of recruitment based on intellectual attainments with these words:

In every age and land calling a large share of success has hitherto always been awarded to the possessors of interest, of connection, of favour, of what we call good luck. Competitive examinations would not test real merit but would merely fill offices with clever young men from the lower classes. The plan is subversive to every well worn principle: it is Chinese, it is Prussian, it is academic."

2 In modern times recruitment by a competitive examination and training is widely accepted. The training is rightly considered as an investment in human resources, as training helps in improving the human potential and in increasing the efficiency of the man who is trained. In the modern context, however, consideration of the question of training raises a variety of issues, some of limited impact and others of wider relevance, such as content of a training programme and its relations to the goals of training which have to fit in with the goals set before the country.

3 Administration is a dynamic institution. It influences and is influenced by economic, social and political institutions; the degree of influence being determined by the form of Government. The character of administration is similarly determined by the society that it purports to serve. The administration to-day is undergoing a radical change in its character. The state is entering as a major collaborator in business, and even though ours is a mixed economy, there is a rapid increase in public sector undertakings. In India, our avowed purpose is to build up a socialistic state on democratic lines. This entails establishment of a variety of welfare activities through which a climate of equality and social justice can be achieved.

4 Besides the need to get socio-economic content to political freedom, other factors which have contributed to change in the com-

plexion of administration are (1) modernisation of society due to influence of scientific and technological advance, (2) complex nature of administration and political organisations that are being set up in and outside the country, (3) introduction of people's institutions both in rural and urban areas; and (4) people's awareness of their problems and their expectations for their quick solution

5 All this means re-adjustment of the implementation machinery to cope with economic and social services required The multiplicity of agencies, to deal with the various services have added another dimension to the Public Administration and has opened up new avenues for administration to come in direct contact with the people in their activities for the realisation of their rising expectations Lack of education militates against correct appreciation of problems of administration The civil services to day have not only to deal with old tasks but have to deal with more complex and diverse tasks

6 The guiding principle of any system of administration has to be the security and welfare of the citizens for whom it exists The administration has, therefore, to take cognizence of even minimal public dissatisfaction regarding its nature and direction of working The studies conducted by the Indian Institute of Public Administration on 'Citizen Administration' have brought out that, by and large, the citizen is not happy with the administration The faults which are most frequently enumerated against the Government servants are over devotion to precedent, remoteness from the rest of the community, inaccessibility and faulty handling of the general public, lack of initiative and imagination, ineffective organisation and misuse of manpower, procrastination and unwillingness to take responsibility or to give decisions The general dissatisfaction with administration and the criticism that is leveled against those who are in administration has, therefore to be viewed in this perspective. Its criticism by outsiders can sometimes be explained away by the plea that they are ignorent, but this criticism at the hands of those who are part of it, is a new dimension not so common in other countries. Granted that quite some of the dissatisfaction is mere reflection of the sense of general frustration prevalent in the society and is not confined to administration alone, but embraces almost all aspects of the social fibre But this sense of frustration in those who are part of administration and who have a hand in improving it, has its deleterious effect on others It will have to be admitted that these defects exist in quite a large measure; though not so generally or in

such degree as is often alleged and whatever they derive from the individual or the system, the training programmes to be meaningful, must be directed to eliminating them.

7 Having dealt with the problems of the administration in a modern welfare State and the impressions that the public have about the servants of the State, I will now deal with some of the general conditions affecting training The first question, therefore, will be "what should be the object of training?" The answer can be only one: the greatest possible degree of efficiency. It will be useful at this stage to understand the meaning of the word 'efficiency'. In an organisation, efficiency depends on two elements . the technical efficiency of the employee to the work allotted to him, and the efficiency of the organisation as a corporate body derived from the collective spirit and outlook of the employees working in that organisation. I believe that a government servant will not succeed only by being qualified and skilled in his own subject without being able to comprehend the broader picture of the functioning of the Government apparatus and his own role therein, as a part of the composite whole Therefore, both these elements have to be kept in view while drawing up training programmes.

8 The objects of training which were defined by the Assheton Committee (United Kingdom) in 1944 are relevant even to-day and I re-produce them.—

> "First, training should endeavour to produce a civil servant whose precision and clarity in the transaction of business can be taken for granted
>
> In the second place, the civil servant must be attuned to the tasks which he will be called upon to perform in a changing world The Civil Service must continuously and boldly adjust its outlook and its methods to the new needs of new times.
>
> Thirdly, there is a need to develop resistance to the danger of the civil servant becoming mechanised by the machine, whilst we must aim at the highest possible standard of efficiency, our purpose is not to produce a robot-like, machanically perfect Civil Service The recruit from the first should be made aware of his work to the service rendered by his department to the community The capacity to see what he is doing in a wider setting will make the work not only more valuable to his Department but more stimulating to himself In addition, therefore, to purely vocational training directed to the proper performance of

his day-to-day work, he should receive instruction on a broader basis as well as encouragement to persevere with his own educational development

Fourthly, even as regards vocational training, it is not sufficient to train solely for the job which lies immediately at hand Training must be directed not only to enabling an individual to perform his current work more efficiently, but also to fitting him for other duties, and where appropriate, developing his capacity for higher work and greater responsibilities

Fifthly, even these ends are not in themselves enough Large numbers of people have inevitably to spend most of their working lives upon tasks of a routine character, and with this human problem ever in the background, training plans to be successful must pay substantial regard to staff morale."

9. The Committee further observed, "Among the common criticisms of the Civil Service there is one of such importance as to call for particular mention in any statement of the objects of Civil Service training This criticism relates to the attitude of the civil servant and of the Government Department to the public It is sometimes suggested that civil servants tend to form a class apart from the rest of the community and are apt to forget that John Citizen is a composite of innumerable individual John Smiths Nothing could be more disastrous than that the Civil Service and the public should think of themselves as in two separate camps The inculcation of the right attitude towards the public and towards business should therefore, be one of the principal aims of Civil Service training The civil servant must never forget that he is the servant, not the master, of the community, and that official competence need not, and should not, involve the loss of the human touch Many civil servants who are brought most frequently into contact with the public know and appreciate the value of the right attitude, others must be raised to the same standard since the Service is liable to be judged on the basis of innumerable daily contacts between members of the public and the government machine. But it is not only in direct personal contacts that a sense of service must be fostered In the conduct of correspondence and in the drafting of circulars and forms it is equally important to keep in mind a proper consideration for "the man at the other end" One of the most frequent criticisms of the Service is the time taken to get a decision There are occasions when speed is vital

and training should emphasise the need for a proper sense of urgency".

10 To these objectives I would add that it would not be enough to train a new recruit on the basis of his requirements of to-day, a forward-look is necessary The training programme should blend the job requirements of the foreseable future also

11. To achieve these objectives, new entrant must have institutional training, training within the department and training in the field. They are supplementry to each other and one cannot replace the other.

12. For training within the department it is desirable that the head of office should see that tne newcommer is received in such a way that he gets a feeling that he will have opportunities to make personal contributions Detailed arrangements will vary according to age and educational background of the recruit, but certain principles will always be of general application and should be followed They are

(1) That fairly senior officer is made responsible to receive the new recruit in accordance with properly planned routine,

(2) That every new entrant is given copies of manuals, rules and office orders to enable him to understand the procedure and working of the office and the department,

(3) That the Head of the Department occasionally meets the trainee and impresses upon him the necessity of maintaining traditions of the service which he has joined and the high standard of conduct demanded of him,

(4) That before trainee is asked to do actual office work, he is introduced to the daily work of the department for some time;

(5) That on completion of the course, the trainee is given an opportunity to discuss the working of the office, rules, procedures and manuals with suitable persons in the department.

13. Job training will succeed only if the superior has a sense of responsibility for proper employment and progress of the trainee.

This has to be inculcated, by constant efforts, in the minds of all under whom the trainee is put. This should be followed by departmental discussions, talks and visits to other offices and sub-offices

14 In order to understand problems of the field and to shoulder responsibilities, specially in the handling of the public, the trainee should be made to do the real job of working in the field For instance, a trainee of the administrative service should work with Patwari and Tehsildar and Magistrate and in the Block Office, and in the Treasury and have training in survey and settlement Survey and settlement training has to be intensive On completion of this training, the officer incharge of the trainee should satisfy himself about the work done by the trainee and submit a report to the head of the training institution, pointing out how far the candidate has benefitted from the training. This training should be supervised by a gazetted officer and not by an officer of lower rank The trainee should also be required to write a report on the work he has done depicting the socio-economic conditions of the area in which he was posted.

15 Field training will have no meaning unless the trainee lives in a few villages The tendency of returning to district headquarters every afternoon has reduced the utility of field training By staying in villages, the trainee establishes an identity of interest with the people which will be of great help to him in understanding their problems. I am laying great emphasis on this because I have found bright young trainees returning from tour without even remembering the name of one villager The reason for my dealing with the training on the job at such a length is that this part of the training programme has been neglected in post independent India In this view I have the support of a very senior and experienced administrator Shri L P Singh in his address at the Conference on Training said:

"My considered judgment is that during the last 21 years since India became independent, the most critical deficiency has been on the managerial side. To some extent, the top Civil Service has neglected its management responsibilities. This is particularly regrettable as the Indian administration had a long unique tradition of attention to management. You find that in the old manuals practically every little detail of management was put down. There was a tradition of choosing every individual for every little job with the utmost care. I have noticed in the old records the meticulous manner in

which assessment was made of the weaknesses and strength of an officer's personality Training was treated as an important function of management and apart from the institutional training that could be provided, great emphasis was laid on attaching young officers to experienced seniors who would give to the young officers generously from the large reservoir of their experience. The itinerary was worked out with great care and practical training was provided in a number of items including operations such as land survey and settlement."

16 While agreeing with the view that there can be no substitute for training on the job, I believe that it has to be supplemented with institutional training There is a difference of opinion as to whether this training should be undertaken by the Universities and the Professional Colleges, or there should be a separate institution for the training of government servants Advanced countries prefer the Universities and the Professional Colleges for this purpose I do not favour an arrangement of this kind Apart from the fact that the Universities in India are not yet equipped for arranging training programmes for civil services, a training like this should, I think, be in the hands of civil servants We should, therefore, have a centralised institution for training like the one we have in Rajasthan However, it is very necessary to have a close liaison and collaboration between the Universities and the training institutions No training institution can and should work in isolation If I may say so, it will be suicidal

17 I do not propose to discuss detailed curriculum for initial training, but would give some general outline of what I have in mind The object of the course should be to shorten the process by which the recruit forms his own administrative standard and to inculcate from the beginning of his service a professional and human approach. This training period should enable the new entrant to familiarise himself with various types of problems which arise in the service, the factors which have to be taken into account in solving them and the solutions which have been found successful In addition, the trainee should be made familiar with the spirit of the Constitution of India, the policies and programmes of socio-economic development of the country, including Community Development, Panchayati Raj, Co-operation and Industrial policy of the Government.

18. Training should not end with the new entrant It has to be a continuous process and opportunities for training, study and

reflection should be afforded to every government servant throughout the period of his service It was in this background that the State Committee on Training, of which I was the Chairman, had recommended a programme of training which requires every member of important services in the State of Rajasthan to have an opportunity once in 5 years to spend sometime in, what the Committee called, retrospection and study It will be of interest to note that in the Indian Army, an officer has to undergo training almost every third year

19 The recommendations of the State Committee on Training are still valid. However, with growing professionalism, civil servants also need to be trained for particular groups of specialisation. Generalists, in addition to understanding of public affairs and management should have some degree of specialisation in some field or other Similarly, training in management is necessary for specialists

20 For the great bulk of services, known as gazetted service, the proposals outlined above provide, in my opinion, a frame work applicable with certain adjustments, to refresher as well as to initial training. However, the question of training of those holding or about to hold positions of high responsibility, will need special attention Such government servants should collect together in training institutions and discuss matters relating to state policies, ways and means to bring about greater efficiency and harmony in the working of different departments and appreciate more intimately the functions and responsibilities of their colleagues engaged in different fields of activities It may also be useful, if they are sent to attend courses sponsored by the Government of India, specially in the Administrative Staff College, Hyderabad and Simla and the Indian Institute of Public Administration, New Delhi

21. For senior officers it may also be useful to afford an opportunity to get away for a time into a different atmosphere altogather by a period of secondment elsewhere They could be sent to educational institutions, training institutions and public sector organisations.

22. There has to be well thought out programme of two to three months tours to other states in the country and also to other countries to study aspects of government or public administration likely to be of value.

23. Civil servants including specialists should be encouraged to take leave for advanced training purposes. Selected officers- say in the thirties—should be granted study leave on full pay to pursue an approved course or to undertake task of research, either in the country or abroad

24. I am aware that an arrangement of the kind suggested in the paras above, could apply only to a strictly limited number of civil servants selected for the promise which they show of being worthy of eventual promotion to high administrative ranks. These suggestions should not be confined to the administrative class only. These facilities should also be afforded to selected members of professional and technical services

25. An American writer has rightly observed that in India, a man starts growing old the moment he leaves the University. Most of us do not have reading habit. For inculcating reading habit, following suggestions are made:—

(1) Organisation of study circles in every viable department of the state where gazetted and non-gazetted officers could meet and discuss subjects of general interest. For such discussions papers should be prepared by the members of the circle

(2) Encouragement to generalists to write on subjects of general interest by offering cash prizes, and

(3) Encouragement to technocrates and teachers to do research and publish the results by giving special pay etc.

26 In India, we have been supplementing apprenticeship with institutional training and have developed some very good training centres But I feel that unless emphasis is laid on study of problems, which are faced by the administration and the individual in the administration to suggest solutions, training may not be that useful. I suggest that every training centre should have a research and extension cell. The cell should also study the reactions of trainees to the personnel policies of the Government and convey the results of the study to the Government. It is only then that training will be meaningful.

27. Like the government apparatus, it is manning and running of the institution that is more important than anything else.

There is unwillingness on the part of government servants to work in training institutions, which makes the task even more difficult Therefore, service conditions should be made more attractive and an effort should be made to select the best available men from the services, Universities, business management institutions and institutions like the Institute of Public Administration. Then, there has to be continuity and those working in training institutions should not be transferred for quite some time.

28 There has to be a fair distribution between the civil service and persons from educational and professional institutions to avoid isolation of training institutions from academic institutions

29 The last point that I want to emphasise is that for a lasting impact of training, the personnel policies of the government should inspire confidence in its employees The trainees when called upon to work in an organisation of the government, should find conditions which have relevance to what they have been told at the time of training Contrary conditions create frustration and result in lack of confidence in the very programme of training

SOME ASPECTS OF THE TRAINING OF STATE PUBLIC SERVICES

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(1) Training of public services is obviously determined by the nature, dimensions and variety of the plans and programmes of social and economic advance that the country has undertaken or proposes to undertake in the near future The recognition of the significance of organising such training, apart from the Army, by the State for its own employees is, with a few isolated exceptions, a rather recent phenomenon. The broad approach was that right type of training would be possible "on the job" through the experience of the work, by contact with older staff, and the guidance and authority of immediate superiors No amount of background training and skill-training in an institution can supplant the need for on-the-job training. But it is being increasingly recognised that the concept of institutional training, both pre-entry

and in-service and its efficacy, whether to cope with the new tasks of administration or to bridge the administrative lags in a developing economy, merits more and continuing acceptance by the State if the public services have to meet the new challenges adequately or even the old challenges effectively keeping in with the spirit of the times.

(2) Certain emerging trends and developments have focussed greater lime-light in the direction of the appreciation of the value of formal training. Firstly, purposes of administration and its instrumentalities are undergoing radical reorientation-changes both in content and context. Secondly, the growing multiplicity, complexity and variety of administration underline the need for diversity of public services adequately equipped to discharge those functions Thirdly, administration as well as its methodology is fast developing from the purely pragmatic and the trial-and-error stage of experience and knowledge into a scientific discipline and practice with an organised, ever increasing body of knowledge and experience backed not only by science and technology but also by the remarkable progress in behavioural science and research methodologies. Fourthly, the State is bound to take increasing interest in the training of its employees by the very nature of the concept of 'career service" where they spend their entire professional life in its employ. sheltered by constitutional provisions, rules and regulations which make the 'weeding out' process for the unfit or misfit difficult, and, moreover, as the civil servants enter not for a specific post but for the whole career and hold a wide variety of jobs even in a system of rational job rotation and planned career planning Fifthly, the internal promotion is becoming a very significant sources of recruitment in public services with our emphasis on egalitarian approach to the composition of public services, and such a system can yield fruits only if the public servants with prospects for promotion have had opportunity to widen their professional abilities and general awareness in a considerable measure during their career if they have to man positions of higher responsibility Lastly, the State can ill-afford to forget that its own public services ought to be adequately equipped in order to safeguard the grand perspective of public interest despite fierce assaults by pressure groups and cope with the increasing bureaucracy in the non-governmental sectors of the Business, Banking and Industry. Thus the public service in a changing society, especially in the context of political democracy and economic development, will have to seek a new role adaptation Training should aim to impart basic administrative knowledge,

technical or procedural skills, inter-personal skills, *i e.* right attitudes and approaches as well as wider conceptional skills and changing social outlooks. Moreover, training programme for public servants will have to be much more comprehensive and well-conceived, when the quality and character of the educational system also need continuing improvement.

(3) The exact nature of training will vary according to different levels and nature of the public service Training priorities will have to be established. Thus training programme will have to be diversified and oriented to service requirements though there will be quite a few things in common. Training requirements will have to be identified in terms of functional content of the organisation and responsibilities and appropriate pattern worked out accordingly. Besides, we will need properly qualified trainers for induction, initial or post-entry training as well as refresher, orientation, middle management and senior management courses Moreover we will need trainers for certain specialisations. Training programmes may have to be suitably designed for new tasks in public administration Again, the quality of trainers for different levels as regards senior executive development programmes will have to be of higher order.

(4) In Public Administration training would mean a "conscious effort made to improve or increase an employee's skill, powers or intelligence and to develop his attitudes and schemes of values in a desired direction". The principal factors that condition the character of formal training programme are.—

(a) the objects sought to be achieved through training;

(b) the content of training, and

(c) training methods

Training programme should enable trainees to identify problem areas, their likely solutions, the appropriate methods or skills to solve them, and above all, generate in them professional attitudes of integrity and high norms of a democratic society.

(5) In the aforesaid context, entire problem of training for State Civil Services has to be viewed It is, however, a matter of some concern that the comprehensive training programme for public services at the state level has not in general received the attention it deserves except in states like Rajasthan & Maharashtra It may be because of

paucity of resources or proper appreciation of the need for any formal training. Only the States of Gujarat, Madhya Pradesh, Mysore, Assam Maharashtra, Orrisa, Rajasthan & Bihar have set up State-level training institutions. U P. established one and it became the first casualty of economy drive The state of West Bengal has decided to set up one in principle, but finances do not permit it Punjab has a Revenue Training School of its own, which is doing useful work but its field of work is evidently very restricted Training institutions wherever they exist, widely vary in their scope, staffing pattern both qualitatively and quantitatively, as well as in their working and supporting physical facilities. Union Territories (*DHANI*) have a training institution of their own, but there is hardly any permanent staff and no habitation to call its own. It is very gratifying to note that the H C Mathur State Institute of Public Administration has a well planned and expanding scope of work and character in the coming years The importance of training for state services has been stressed in our Plan documents. The First Five Year Plan says:—

> "In several States, there is an administrative cadre, commonly described as the State Civil Service or the Provincial Civil Service, which provides personnel for senior district posts involving revenue, executive or magisterial duties It would assist the growth of efficient administration if there were liberal opportunities for the best among the personnel of the State Services to enter the all-India service Further the *training of the personnel of State administrative services* should receive no less emphasis and attention than the training of those who enter the all-India services A major share of the responsible but detailed administrative work in the district is done by members of the State Administrative Services, and it falls mainly to them to coordinate the activities of different branches of the administration and to win the co-operation of the people in carrying out development programme." (p. 131)

The Second Five Year Plan lays down:

> "To ensure that these services can fulfil the role assigned to them in the States it is necessary that cadres should be adequate in strength. *The training of individual officers* should receive no less attention than the training of those who enter the all-India service, and liberal opportunities for promotion should be afforded to the best among the personnel of the State Services. The burden falling upon State administrative services

will increase to a considerable extent during the second plan. As a result of the review which has been undertaken recently, the following suggestions are offered for the consideration of State Governments:

Training programmes for administrative personnel are being strengthened in a number of States and now include rural development work Selected Officers with experience and judgment should be appointed to positions in which they can provide close supervision and take personal interest in the training of junior personnel during the first year of service Greater attention should be given to methods of training, in which respect there is need for continuous exchange of information and experience between States". (p 130-131)

The Third Five Year Plan also (p. 168-69) stressed the importance of man-power planning and referred to the much larger increases expected in the State Administrative Services whose responsibilities have already grown and will increase further with the development of Panchayati Raj institutions After referring to the establishment of training institutions by some States, the Plan document goes on to say that "to assist personnel engaged in development in the States it is proposed to work out a programme for training in the field of economic and social planning". The Fourth Five Year Plan (March, 1969 Draft) also emphasises the need for training as follows.—

"In order to develop the competence of personnel at different levels in the Centre and States, engaged on tasks of Plan formulation, implementation and evaluation, *training programmes* will have to be suitably strengthened, developed and organised. The object of such training would be to impart necessary skills, develop right attitudes, increase decision making abilities and stimulate critical and innovative thinking These programmes should cover managerial, technical and administrative personnel at all levels engaged not only in planning work, but also in the execution of projects and programmes"

But the problem is a continuing one not only because of the dynamics of the developing situation, but because of the lack of compre hension of the need for training and its place in the order of priorities. One is constrained to say that even the A R.C in its. Report

on Personnel and even its Study Teams in the same field in their Reports have not discussed in depth the problems of training for public services in the States One is required to build up fragmentary picture by calling references scattered at different places. The reports of the Study Teams of the A R.C. on State Level Administration and District Administration, strangely enough confine themselves largely to structural and procedural and organisational aspects. It is likely that the A R.C. in its own Report on State Level Administration may have to say more on the appropriate pattern of training and staff development programmes for State public services.

(6) It is absolutely essential that training programme at a massive scale ought to be undertaken for State Public Services. The process has to be intensified and widened in depth The massive effort does not mean that we should spread our scarce resources, both material and human, too thin so that the impact is not lasting as it unfortunately happened in the case of Community Development Training Programmes But administrative improvement in order to be sustained has to percolate at all levels Phased intensive inservice training programme will have to be undertaken along with pre-entry or induction training of new entrants of different categories of public servants Strategic pockets will have to be located for their 'demonstration', 'percolation' as well as 'inspirational' effects. Here also we cannot confine ourselves only to higher state services Different levels of the so-called subordinate services need equal attention as they constitute 'the cutting edge of administration' so far as the citizen and the community are concerned.

(7) As regards the objectives of training, the objects and general principles of training as outlined by the Assheton Committee (U.K) in their Report, presented in May, 1944 still largely hold and provide broad guidelines for training programmes. In order to make a modest though effective beginning on the above lines, each state must have atleast one State level training institution which should have its own 'core' staff and develop its own 'core' training programmes in a systematic manner. The head of such an institution should preferably be an administrator with sound scholastic base and interest in academic pursuits. The staff of the institution should have 'mix' of both the academics and the serving personnel. 'Knowledge base' and 'experience base' ought to be harmoniously blended for the adequacy of the training programme. It should be borne in mind that the leadership and drive provided by the head of the institution will condition the entire training programme and its

very credibility. It should be deemed to be a prestigious assignment and should not be filled up by the 'sparable' or the 'reluctant' or by one waiting on the platform for the next train. The initial selection of the staff, their orientation and their retention is crucial to the entire scheme of training. There should not be any scope for feeling among practising administrators that one is isolated from the main-stream of administrative life by accepting such assignments The Government should give opportunities for self-development to these trainers by arranging for their orientation by deputing them abroad for short periods or by associating them with Committees and Commissions that the State Governments constitute to go into various administrative problems. There should be concious attempt to give adequate recognition to training jobs as compared to more visible operative parts in Administration

(8) As regards the training institution the questions about its organisational structure and staffing pattern are quite important. This should provide adequate operational flexibility to those entrusted with its working The real significance of training will permeate as a whole if the Government sets up a Committee on Training with the Chief Minister as the Chairman and the Chief Secretary of the State as Working Chairman This should be a cohesive and representative body without being needlessly unwieldy This committee should have some members from the academic world, some eminent public men well-versed in administrative problems and a few representatives from the Government representing major field of work As regards Govt representatives there should be triennial rotation The Committee should be authorised to select not more than three members specially interested in the study and promotion of public administration in their personal capacity, irrespective of the fact whether they are in the Government or in any other Institution The Committee should have as its Secretary a senior officer who should be designated as Training Co-ordinator The wing dealing with training programme of State Public Services should form part of the Cabinet Secretariat in the State or the Chief Secretary's branch to give it proper standing and effectiveness This body can serve as the advisory body for the training institute The question whether the institute be controlled directly by the Government or supervised by an autonomous Governing Council loses much of its validity

(9) One of the main functions of the State Training Co-ordinator should be to try to locate the training needs of particular organisations and departments in consultation with the Depart-

mental head and the Director of the Training Institution which will be required to carry on the training programme. If this is done and the Departmental head is in touch with the fraiming of the training programme and processes, not only the training will have greater realism but also greater acceptability. Purposive experimentation and innovation are the life-breath of a dynamic training programme. The Training Co-ordinator, alongwith man-power planning expert, can work out the training needs in the various departments for future in consonance with their possible expansion. The existing training gaps can be identified so as to vitalise the administrative working even otherwise. The total picture of the training needs in the Government will thus emerge and comprehensive approach could be initiated It will be a continuing function needing periodical review. It is only in this manner that the State Governments will be in a position to make an optimum use of the training facilities as may be available. Besides the staff level training institution, the Institutes of Management, Administrative Staff College and other professional organisations in the country conduct courses and some of which may be useful to States at middle and higher management levels. The Training Division and the Department of Administrative Reforms, Ministry of Home Affairs sponsor a number of courses at the Indian Institute of Public Administration, broadly called Appreciation of Administrative Techniques and Executive Development Programme which can be availed of by State Governments for their public service without much of expenditure. It is worthwhile to send to these courses senior supervisory personnel from purely technical services with limited experience-pattern who can be thus exposed to wider administrative awareness. The Training Division, Ministry of Home Affairs can be of great assistance to State Governments in training of their public services. The State Training Co-ordinator ought to act as the clearing house of information. There should be the necessary preplanning. This should apply equally to training facilities abroad that come in the way of State Governments frequently now. The need is for rational utilisation of these facilities and opportunities in a purposive way and not in an *ad-hoc* manner. Moreover, many Universities have built up adequate competence and are in a position to organise many useful courses, impart training or organise seminars and conferences for exchange of views and experience between practising administrators and academic experts.

(10) The 'training of trainers' is in itself an important problem for organising successful training programmes. The contents, dura-

tion and the forum of such training have all to be approached in an exploratory spirit. No trainer in public administration can be to-day effective unless he is himself aware of the national objectives, the total strategy of the Government, the political setting of administration apart from tools and administrative procedures It is necessary that the trainers have a sound appreciation of the managerial perspectives and modern tools of management in view of the increasing 'managerial content' of the present-day administration From 16th to 18th June, this year a Conference on Training was sponsored by the Training Division in the Ministry of Home Affairs at the National Academy of Administration, Mussoorie The Training Division has in accordance with the recommendations decided to organise as an experimental measure a course on 'Training of Trainers in Public Administration', in collaboration with the IIPA and N A A. at Delhi sometime in January-February, 1970

(11) The drawing of a syllabus is itself a big task It will have to be tailored to the requirements of the functional fields of Government. Moreover, it has to be rooted in our problems and not simply based on alien experience But it is essential that all entrants to public service undergo a foundational course so as to have better grasp of the essentials and obligations of democratic administration as well as the parameters of the political context of national development.

(12) Even when syllabii have been worked out, the heterogenity of the backgrounds-both academic and social—of the new entrants becomes a problem and will need a scientific study if we aim to turn them into purposeful instruments of public policy The preparation of training material, location of proper training techniques, building up of library, scientific equipment for printing and duplicating, audio-visual aid for training and research facilities and supervision of field training as follow-up of the institutional training are also some of the problems that merit attention Initial institutional training should be effectively used to assess the suitability or otherwise of public employees and there should be no hesitation in making the concept of probation meaningful if the State Governments have not to carry the dead-wood of the 'unfit' and the 'misfit' in its expanding public services which will have to perform more exacting tasks under the constant scrutiny of a more demanding public.

The State Governments must have a clear policy in this regard. The State training institutions should have collaborative arrange-

ments, mutually beneficial, with sister training institutions, professional organisations as well as select Universities.

(13) Another important problem is that of evaluation and feedback. This is for both the training institutions as well as for a single individual course or programme Administrative organisations are growing fast and it is not possible to know how the people trained are doing in the field The clientele, i.e. the field agencies must have a say in organising and even in assessing the effectiveness of these programmes in the long-term interest of the training institution itself

(14) In orientation programmes and sometimes during specialised courses the middle level and senior officials very often display persistent resistance to theory and consequently to change and innovation The need is for conceptualisation as well as linkage of field experience with theoretical framework. Detailed and scientific study requires to be made as to how this attitude can be combated by collaborative effort and group teaching both by practising administrators and academics.

(15) The scheduling of the programme also bristles with difficulties The optimal duration of a training programme is also closely linked The optimum reconciliation between the two approaches—'training under pressure' and 'training at ease' presents a continuing problem This can be true in the case of new entrants as well as in the case of officers at higher levels. The motivation of trainees creates at times a serious problem If training period is to be treated as an 'interlude in work'—a substitute for regular holiday which has the hidden possibility of a shift, the application and absorption during the training is minimal In view of the built-in security in Government employment, the attitude of self development very often tends to be diluted.

(16) The problems of proper selection of trainees and their subsequent development will continue to be the problem all along If trainees are not selected from the view-point of career development they do not take the necessary interest. The unfortunate consequence is that the effectiveness of an institution or the training programme comes to be viewed in distorted perspective. Moreover, if the people after a particular course of training are not assigned to jobs where they can make use of the training imparted, they are prone to develop cynicism about training which may prove infectious. This also means waste of our limited resources The principle that the best

ought to be selected for training as a part of career development so that they can contribute their maximum to society is very healthy one If 'correctional training' is needed for some people, let it be done as part of the deliberately planned programme and not just as an *ad-hoc* measure since no perch is readily available for the trainee It will be no good either to him as a public employee or to the State Government employing him.

(17) The problem of equipping these State level institutions so as to enable them to be more capable of coping with the task of imparting training in functional areas, specialisms needed in administration and modern tools or aids to administration and management is quite pressing and requires to be accorded the necessary priority Managerial perspectives and techniques do need a place in the training of all categories of public service. We are aware of the emphasis that the Fulton Committee has laid on professionalisation of the Civil Services. The A. R. C in its Report on Personnel has made a some what similar approach and makes mention of eight kinds of specialisms The aim of some of the orientation, advanced or refresher courses will have to be to develop these specialisms in the State public services to cope with diverse tasks of developing economy While the state training institutions should build up the basic competence in this direction, the State Governments can cast their net wider and avail of facilities existing elsewhere according to needs properly assessed

(18) The question of selection and adoption of proper techniques is another continuing problem There is need for empirical studies in this regard Appropriate techniques for various levels, stages and disciplines make the entire effort of a training institution useful or otherwise Variety of teaching methods may have to be adopted. Lectures, group discussions, syndicates, field visits, short-term organisational attachments, simulation techniques, case studies, in-basket method, sensitivity training, management games etc have all an important place in the total training strategy All of these methods may have to be used singly or sometimes jointly depending on what is attempted to be conveyed The need is to develop ability to modify and adapt these techniques to our administrative environment and cultural milieu and to see as to which of these methods will be more effective with a particular group of trainees and at a particular stage of their career

(19) In any programme of training, the environmental realism and relevance will have to be kept in view while relating it to broad

conceptual framework. The evolution and the implementation of training programme by itself is not an end in itself. Incessant qualitative assessment and re-assessment of the programme is reckoned imperative if the programme has to be operationally meaningful and effective. Training is not the panacea of all ills of administration To be effective it must be combined with and supported by proper recruitment, placement, promotion and incentive policies The nature, levels, contents and methods of instruction, training, and direction and quality of research studies as well as of resource personnel call for periodical and conscious review in a constructive spirit with an eye for continuous improvement if the fate which has met many ill-conceived and ineffectively implemented schemes though which were originally well-meant The impact and the effectiveness of training may have to be adjudged and evaluated systematically by field experience and observation.

(20) There is need, as has been repeatedly emphasised, for planning well-devised orientation and refresher courses, seminars etc on selected topics for middle management and senior levels in State Services. As regards technical services, in a planned way for acquiring expertise or specialisation in select fields people should be sent for training abroad or in advanced centres of learning or professional competence in the country itself But there is also need for well-organised middle management and senior management courses in specific and general problems of administration, say vigilance, financial and administrative accountability, planning process etc Besides, the modern organisational techniques and improvements as emerged in the fields of Defence & Industry during the last few years and are relevant to governmental functioning needs comprehension in wider circles so far as the public services are concerned The Maharashtra Administrative Staff College and the H C. Mathur State Institute of Public Administration, Rajasthan have done commendable work in this connection These courses are attended by officers from technical as well as administrative services. As a matter of principle and policy when we have decided to man higher positions in administration by the best available public employees, unmindful of their origins and initial training or cadre affiliations, it is essential that more and better facilities not as make shift arrangement but on planned basis, should exist for broadening of administrative experience and awareness, if this comprehensive approach has to produce qualitatively 'elitist' public functionaries for top assignments.

(21) The State Governments should have a definite policy and programme for initial training as well as continuing education and in service training at various stages of official career for its public employees. This will be more gainful if there is proper man-power planning linked with concept of career development It is possible that one institute may not be in a position to meet the felt needs at all levels But such institutions should have a proper mandate or charter of its objectives and functions. It may be even necessary to have, say an institution for functionaries commonly styled as non-supervisory levels or non-gazetted The fundamental question is of commitment to training and a sense of urgency on the part of State Governments This is essential as much on the part of political leaders as on the part of the senior and decision-making levels of official hierarchy sold so far only to the 'learn as you do' concept No Government can be much better than its civil services permits it Political leadership, however, able and well-intentioned, cannot push very far beyond its public services No amount of criticism and denigration of public services can either act as the substitute for or stimulant to dynamism in administration The remedy is better and continuous training, proper career planning and imaginative personnel management in an integrated manner The need is for all pervading training consciousness in administration for a perspective of change and staff development and for a comprehensive plan of action in terms of continuing assessment of man power requirements, career management, sound performance appraisal, promotions and incentives as well as varied and intensive training programmes

PLACEMENT POLICY

by

Shri Anand Mohan Lal, I A S
Special Secretary Agriculture, Animal Husbandry & Cooperation Departments

The efficiency and measures of success of any organisation depends, to a very large extent, on the competence and dedication to work of the persons forming part of it Personnel administration or management is, therefore, a matter of prime importance to any organisation One of the important constituents of personnel management is the placement policy

Placement policies are closely linked with the objectives of the organisation, the parameters within which it functions and certain basic traits of human character The first two of these factors explain the differences of approach that characterise the personnel policies adopted by different forms of governmental and business organisations The last factor, however, is substantially common to all forms of organisations, and indeed, it is one of fundamental importance

In a complex organisation the objectives are rather diversified and not always easily identifiable, but a clear understanding of the objectives is essential, not only for the organisation as such, but also

for the persons working in it. The ambit within which an organisation functions is determined by a multiplicity of political, economic, legal and administrative factors and all persons holding positions of responsibility within the organisation must be made conscious of these. In relation to the human factor, certain basic and axiomatic truths must be recognised. Every individual has a certain capacity for "growth" In scientific terminology, this is termed as "growth potential". Even the most recent researches on the subject have not been able to precisely identify the various factors which determine the potential for growth of an individual. These factors may extend from heredity, childhood environmental conditions, and the quality of education to the basic approach to life and the philosophical convictions of the individual. But it is generally recognised that, at a particular point of time, each individual does have certain fairly definite potential for future growth Another significant aspect of the matter is the rate of development of an individual's capacities. This is really dependent on the overall growth potential of the individual and the environmental conditions in which he is placed An individual can, if blessed with optimum environmental conditions, achieve the fullest extent of his overall potential for growth, but another individual, placed in adverse circumstances, may not only cease to grow, but actually begin to deteriorate. Every organisation must take cognisance of these factors and ensure that—

(a) it provides a scientific and rational means for determination of growth potential,

(b) it provides optimum environmental conditions to ensure fullest development of the potential of all members of the organisation, and

(c) it brings about a happy blending between the objectives of the organisation and the needs and aspirations of the individuals constituting it.

How these objectives are to be achieved is a matter which requires careful consideration.

5. Before an organisation appoints various individuals to particular posts, it must very clearly define the nature of responsibilities attached to that post and exactly what are the objectives which the individual is required to achieve. Thereafter, it becomes a matter of selecting the right person for the right job at a particular point of time. The former is an important exercise for those placed in positions of higher responsibility in the organisation. The question

of selection of competent individuals to fill each post, training them both institutionally and through practical experience to befit them to discharge the duties proposed to be entrusted to them is a task which must be performed with a considerable measure of success Judging human abilities. aptitudes and potential for growth is not an easy task. To some extent, reliance is placed on qualified tests, but the scope of these is necessarily limited The judgement has to extend, to some extent to the field of human psychology and a better conception of human capabilities, motivations and behaviour patterns To what extent, and how, these methods should be used for the purpose in view is again a matter which requires careful deliberation

6 Once an individual has been assigned a particular position in an organisation, there must be adequate methods to judge his performance and aptitudes for the work assigned to him This necessarily has to be a continuous and scientific process and the results of these evaluations have to be carefully applied to determine the pattern of his assignments, the need for further training, the determination of the possibilities for improving his job satisfaction and environmental conditions, the necessity of providing incentives or deterrents to improve efficiency and the like

7 In the light of the above considerations, we can appreciate the vital bearing which placement policies have on the efficiency of organisations and on the morale of its services It would be worthwhile to examine, in more specific terms, the various factors which contribute to the determination of an enlightened placement policy —

(A) RECRUITMENT·

Errors of judgment that may creep in at the recruitment stage may be very difficult, even impossible, to rectify subsequently. It is, therefore, extremely important that the type of individual required to fulfil a particular assignment is carefully predetermined and the utmost care exercised in the selection of the person who most satisfactorily meets these requirements.

(B) TRAINING.

Training is generally imparted through institutions established by the organisation for the purpose, but what is equally important, but not always appreciated, is that the first few years of an employee's career are, in fact, an extension of his training period, at the end of which he may be expected to efficiently perform all assignments ultimately proposed to be entrusted to him. The evolution of a scientific policy of "Training postings" is, therefore, very essential

(C) APTITUDE:

Although a number of individuals may possess, in varying degrees, the basic qualifications required to fulfil particular assignments, but even amongst them, aptitudes vary, as does human nature. It is very important for an organisation to progressively study the aptitudes of its employees and, to the extent possible, assign to them positions most suited to their aptitudes.

(D) MERIT

Merit is a factor which defies easy identification and much more so its qualification in specific terms. In fact, the definition of the word varies with differing situations. However, it is of fundamental importance for any organisation to recognise merit and provide effective means of rewarding it. In fact, the very efficiency of an organisation largely depends on the relative merits of its individual employees. What then should be the procedure adopted to identify and encourage merit? Different organisations at different places have developed various approaches to this important problem. Some have placed absolute or prime importance on merit in the determination of their placement and promotion policies, while others have bracketed it with other factors such as length of service. The degree to which merit, seniority and connected factors should come into play in the determination of the organisation's placement and promotion policies is a matter which requires careful thought and attention.

(E) ORGANISATIONAL STRUCTURE ·

Various methods are adopted by different organisations for structuring its services The objectives of the organisation, past traditions, the lessons of experience and the findings of scientific researches largely determine these organisational structures Some organisations adopt a more pliable policy in this respect than others. Placement policies and the patterns of organisational structures are, however, closely linked. Some systems are relatively "open" in which all persons within the organisation and, in some cases, even from outside the organisation are eligible to be considered for specified appointments, provided they possess the necessary qualifications, experience and merit. Other organisations develop a "cadre system" with varying degrees of rigidity in their management In the "open" system, all positions in the organisation are "classified" according to factors such as the degrees of responsibility attaching to them, the nature and quantum of the work to be done and in some special cases the qualifications including past experience required.

All applicants possessing the prescribed qualifications and experience are then screened by a special agency, and on the basis of the recommendations of this agency, appointments to various posts are made. The cadre system is relatively better known in our country It mainly involves the compartmentalisation of various posts in the organisation into various "services" and recruitment to these specialised services is largely made at the initial stage of recruitment, and posts higher up in the hierarchy of the cadre are manned by persons belonging to the service in question, after gaining the requisite experience and undergoing the necessary training The relative advantages and disadvantages of these two systems are manifold and could constitute the subject-matter for a separate and more specialised discussion, but I shall endeavour to list out below some of the more salient features of the two systems as the matter has considerable bearing on the subject at present under our consideration —

Open system based on position classification.	*Cadre system*
Provides a wider field for selection and therefore, sometimes, results in the appointment of a more competent man on a particular post	1. The field of selection is limited, but by and large, it ensures that the men selected have specialised in connected fields of activity and reduces the play of extraneous considerations or personal biases in the selection process (The extent to which these factors influence selections in the open system will largely depend on the integrity, independence and efficiency with which the Selection Agency functions and the restraints which the organisation as such imposes on it)
2. Introduces a certain sense of insecurity in the services, which has both good and bad effects	2 Provides greater security to the services which too, has both good and bad effects
3. Places greater weightage on merit	3 Places greater weightage on length of service
4 Keeps the system flexible and therefore more amenable to improvements, but at the same time more succeptible to individual whims and preferences	4 Tends to make the system somewhat rigid but restricts the play of individual factory
5. Sometimes displays symptoms of lack of continuity in organisational policies and more so in the management of services	5. Generally continuity in both respects is maintained but sometimes may be to a somewhat greater extent than desirable.

It will be observed from the above analysis that both the systems under consideration have relative advantages and disadvantages What would constitute the most happy amalgam of the two systems is a matter which requires careful thought.

(F) THE NEED FOR OBJECTIVE AND INDEPENDENT JUDGEMENT.

One of the basic pre-requisites for an enlightened placement policy is that it should bring about a harmonious blend between the organisational requirements and the achievement of complete objectivity in its implementation. Every organisation has a right to expect optimum efficiency and out put from its employees and the placement policies must ensure this At the same time, once the requirements of the organisation have been clearly spelt out, the system that implements the placement policies must be permitted to function efficiently and objectively, just as does the judiciary, once the laws are enacted. Placement policies, in that they vitally effect the careers of the employees, have an important bearing on their morale. Every organisation, in its own interest and from the humanitarian point of view must ensure the maximum degree of contentment and job satisfaction to its employees, and the efficient implementation of a carefully devised placement policy can do much to bring this about.

MANPOWER PLANNING AND ITS RELATIONS TO PERSONNEL MANAGEMENT

by

Shri R L Mishra, Deputy Secretary, Planning, Rajasthan.

The great emphasis on Manpower Planning in recent years is a natural consequence of the recognition of the importance of human resource development by economists and planners all over the world The idea that economic development is not a simple function of the rate of accumulation of physical capital is not new But some of the consequences of this idea have been more systematically rediscovered by the economists only in recent years The neglect of human resources by economists may perhaps have been occasioned by the fact that physical capital was measurable and quantitative relationships such as capital output ratio and rates of savings seemed to offer legitimate fascination to them However, a number of developments have contributed to the re-emphasis on human development One of the more fundamental lessons which the study of comparative economic development in various countries has shown is that while economic factors such as material resources, savings,

capital investment, foreign exchange and earnings, play a very important role in economic development, economy is not only a product of favourable economic environment. If that were so, economic development of areas like Indonesia and Latin America would have been automatically spectacular. Similarly there would have been very few reasons to expect the very rapid progress that has been achieved in countries like Japan or Switzerland. The paradox of rapid economic development with inadequate resources and *vice versa* is explained by the fact that economic development depends on a very large number of factors, of which the factors relating to human resources development are no less important than the factors relating to the development of material resources The second important factor responsible for a revival of interest in human development is the crucial role of science and technology in economic growth and its consequent reliance on skilled manpower. The continuous shortages of high level skills in underdeveloped countries have brought home to the economists the imperative need of manpower forecasting and creation of training facilities on a commensurate scale well in time

2 Manpower Planning is an all-embracing concept. It has two main components —

(a) Optimum utilisation of the existing manpower resources, and

(b) Creation of skills necessary for meeting the manpower needs of a growing and dynamic economy.

It would thus appear that manpower planning would cover almost the entire gamut of personnel administration because the ultimate objective of the latter is to get the best out of the existing labour force and to devise appropriate policies of recruitment, deployment, training, and motivation for meeting future needs George Tobias has defined the seven elements of manpower strategy as:

1. Recruitment—Matching of men and jobs.

2. Deployment and redeployment of the labour force between areas, occupations and industries

3 Education of young people prior to their entrance into the labour force

4 Utilisation and improved productivity of the worker.

5. Motivation, stimulation and reward.

6 Training.

7 Stabilisation to reduce wasteful turnover friction.

3. It is neither feasible nor desirable to discuss all these elements in this paper comprehensively. We have to consider here the role of manpower planning purely from the point of view of the administrative machinery in Rajasthan and its wider ramifications will be outside the scope of the present discussion. For the sake of convenience, therefore, we can divide the subject broadly in two parts:

(i) Regular assessment of the manpower needs of the public sector for personnel of different disciplines and continuous review of educational policies and training facilities in the light of the same

(ii) Careful career planning for the Government employees to draw the best out of them and to prepare them adequately to shoulder higher responsibilities

4 For the efficiency of the Government organisation the latter is admittedly the more important, but the former also deserves very careful and serious consideration. As far as the generalist services are concerned, it is a very debatable point whether refashioning of the educational facilities is required in the light of manpower needs According to one school of thought, since the generalist services are responsible mainly for developmental and regulatory administration greater weightage needs to be given to students of Public Administration and Social sciences Similarly, Commerce students should be given preference for Accounts services If this view is accepted, it would automatically follow that both the extent and content of educational facilities in these disciplines should be coordinated with the manpower needs of generalist services of the State Government at least to some extent. However, those who hold the contrary view feel that any preference given to particular disciplines in the recruitment to generalist services will militate against the very rationale which justifies the existence of these services today I am personally inclined to share the latter view because I hold that the basic qualification for entry into the generalist services is only a certain intellectual level and mental equipment and the academic background is not strictly relevant Secondly, any narrowing of the field of selection by restricting the choice to certain academic disciplines only will automatically lead to a fall in the standard of the entrants

to these services. Thirdly, even if it was for a moment conceded that education in certain subjects was conducive to producing a better administrative officer, it is still very doubtful whether any change in the content of these courses in the Universities should be attempted for producing better administrators—for I firmly believe, and many others share this view, that the humanities and social services group of disciplines should be guided solely by academic considerations and their utilitarian aspect should not be allowed to come in the way of academic excellence. As regards, the quantum of educational facilities in these disciplines, these by their very nature, will always be far in excess of the requirements for Government services. The quality of competitors for these services will depend very largely on the general educational standards in the State and the attractiveness of these services with respect to their status, emoluments and other fringe benefits *vis-a-vis* other jobs in the private sector and autonomous bodies. A discussion on the former is obviously outside the scope of this paper. The latter is also sufficiently wide in its scope to deserve separate treatment, and in the present paper we can do no more than make passing reference to the same.

5. The position is quite different in the technical and professional services. Firstly, the main employer is still the State and the educational courses are designed to train people to perform specific tasks and; therefore, there has to be a very close relationship between the training curricula and the needs of the employer. Secondly, technical and professional education is much more expensive both to the State and to the student and, therefore, it follows that the educational facilities should be regulated strictly in accordance with manpower needs to avoid a waste of scarce resources. And lastly, critical shortages of technical manpower can be major inhibiting factor in economic development and therefore arrangements have to to made in advance to ensure an adequate output from educational institutions to meet growing requirements Manpower Planning has thus a much more important role in technical and professional education and there are certain inevitable consequences of this relationship.

6 The first and foremost need is to have regular and reliable estimates of manpower needs for technical personnel both in the public and private sectors. This task is performed by the Directorate of Manpower in the Planning Department of the Secretariat. This Cell has been regularly making estimates of manpower requirements from

the Third Plan period. The concepts and methodology has been largely guided by the Institute of Applied Manpower Research and since the major employer has been Government Departments, the estimation of manpower needs has not presented much difficulty. However, the position is gradually changing and the private sector is bound to emerge as equal if not the dominant partner. The correct estimation of requirements in the private sector will require further sophistication of techniques and development of separate norms in relation to the specific situation in every State.

7. If the estimates of manpower needs have more or less been correct, why then, the reader may legitimately ask, is there so much of unemployment among technical personnel? The answer to this question is very simple. Firstly, the estimation of manpower needs is made on certain assumptions of public and private sector investment. If these assumptions go materially wrong, overproduction or shortages may become unavoidable. These estimates of investment have to be made at least five years in advance *i. e.* at least one plan period ahead. For instance, the current intake capacity in technical institutions has to be determined on the basis of the likely demand in the Fifth Plan period, and one can easily appreciate the difficulties in determining the order of investment in the Fifth Plan period when even the picture of the Fourth Plan is so uncertain. There is need for greater guidance from the Planning Commission and the I. A M. R. in this work. The second reason is that the opening of technical institutions and decisions regarding their intake capacity are not solely guided by manpower needs, and other considerations like public demand seem to weigh equally with the Government.

8. The problem of growing unemployment of technical personnel is not directly relevant to the present discussion. From the stand point of personnel requirements for State services we can say with some assurance that there is no possibility of any shortages in the availability of qualified candidates in the forseeable future. The present shortage of doctors is a very temporary phenomenon and the requirements will be more than met in the next two years. Our main concern should therefore, be the quality of the product from the institutions of technical and professional learning-particularly in relation to their equipment for performing the duties expected of them in Government services

9. As a matter of fact, our system of technical education is being attacked on the ground that it is for too much oriented in favour

of fulfilling the requirements of the Government. It is being said that the product of these institutions is fit for little else. The full import of this charge was never realised by the planners till the problem of unemployment of engineers stared us in face It was naturally thought that in a growing and dynamic economy a qualified engineer could certainly stand on his own legs given some guidance and financial help and various schemes were worked out with this end in view. We were all wondering at the dismal failure of all these efforts when the real reasons suddenly downed on us unintentionally in a meeting This meeting had been convened by the Chief Secretary to discuss the possibility of employment of some unemployed diploma holders in mechanical engineering in the Hindustan Machine Tools Factory being set up in Ajmer During the discussion that followed we found that the factory had large requirements of artisans but very little for diploma holders Since the unemployed diploma holders had shown willingness even to do clerical jobs, I suggested that they may be employed as artisans if they were willing to take these jobs A senior officer of the H. M T. immediately rejected the suggestion and pointed out quite candidly that a diploma holder could not work as an artisan because he was trained only for supervisory duties. The Director of Technical Education, who was also present, to my surprise, did not dispute this statement This brought home to us the tragic fact that our technical graduates and diploma holders were not capable of working with their own hands

10 This position is perhaps due to our educational institutions giving far too much emphasis to the job requirements of the Government Therefore, while I accept in principle the desirability of mutual consultation and exchange of views between top technical personnel of the Government and the heads of technical institutions in formulation of curricula and the content of the courses, this process should not be carried too far. Nor is the present system ideal for Government services because the needs of Government services keep on changing For instance we have now decided to execute works departmentally rather than through contractors and one can easily imagine the difficulties in implementing this decision through Engineers trained only for supervisory duties. I also believe that an agriculture graduate, for instance, should first be trained to be a good farmer. Only then can he perform as a good extension worker This is necessary for his being able to inspire confidence in the cultivators which is essential to his success as an extension worker. A more practical bias to our technical education will be good not only for the Government services but also for the students themselves.

11. We now come to the second part of the subject which relates to career planning. Our recruitment policies and procedures are by and large satisfactory but the major weakness of the administrative system flows from poor cadre planning and management. In other words, it is not the poor potential but its inadequate development that is responsible for a majority of our ills

12. The first and foremost defect of our system is the totally invalid assumption that everyone in a cadre can do all the jobs almost equally well This attitude is a legacy of the colonial period when administrative task were few and very simple Also it reflects our undue reliance on a pure generalist and our irrational suspicion of the specialist which flows from the British tradition which we have inherited in administration Last but not the least, it denotes a certain mental lethargy, an attitude of laissez faire in administration and a convenient excuse for the persistent exercise of adhocism in the management of service.

13 As the administration grows more complex and undertakes diverse tasks, specialisation will become an unavoidable necessity This is an irreversible trend all over the world in all fields and we will only irreparably damage the efficiency of the administration by closing our eyes to it Some time back a Doctor who was both a physician and a surgeon was considered quite adequate Subsequently, it was found that even a general surgeon was not good enough and we have Ear Nose Throat Specialists, Opthalmologists, Neuro Surgeons, Pediatric Surgeons, Specialists in Cardiac Surgery, Thoresic Surgery, Proctology, etc If we accept this trend in medicine and other sciences, how can we ignore it in administration To say that any man is equally good both for regulatory and developmental administration is to shut our eyes to reality

14 I am not for a moment suggesting that generalists have no place in the administration today On the contrary, they have an even more important role. But, what we need today are not pure generalists but for want of a better term may be called generalist--specialists These should be persons who due to their initial exposure to diverse experience and contact with the people develop the broad sweep and perspective of a generalist, yet subsequently develop special insight and knowledge into certain subjects. To illustrate this point, we may take the case of the Rajasthan Administrative Service. The first ten years of service of a direct

recruit should be devoted to giving him diverse experience in all branches of the administration and assessing his aptitude and potential. After ten years, that is at the time he is due for his senior scale, he has to be chosen for specialisation in either of the two main streams of administration:—

(a) Developmental Administration.

(b) Regulatory Administration.

Inter-change of officers in the two categories should be made in very rare circumstances and only when it is established beyond doubt that the earlier categorisation was a mistake This would be a first step in this direction and further sophistication would follow in due course The category 'developmental administration' may require further sub-division in future

15 Nor is specialisation required in generalist service alone, this is a crying need for technical services as well. Take for instance the Agriculture Service A B Sc (Agriculture) on promotion can occupy posts in Plant Protection, Soil Conservation. Extension, Horticulture, Sugar Cane and Oil Seed Development without the need for any specialised training or professional attainment All these posts are inter-changeable. A Plant Protection man can be posted to Soil Conservation and *vice-versa* One can easily imagine why the performance is so unsatisfactory. After some initial service for four to six years, all the agriculture graduates must be divided into three or four broad categories for specialisation. It is ultimately a matter for the specialists to determine the various categories, but for the sake of discussion I may suggest the following —

1 Soil Conservation
2 Plant Protection
3 Research
4 Extension and Commercial Crops
5 Horticulture.

16 Secondly, considering the technological advances being made every day professional attainments must be of great value in technical services However, as things are, there are no incentives for attaining higher academic qualifications A B Sc (Agr.) having entered the service can reach the top without bothering to do any further reading on his subject Therefore, side by side with

specialisation, the Government must insist on the officer attaining at least post graduate qualification in the specified speciality before he can be eligible for a Class I post As a natural corollary, higher professional attainments must get due weightage in initial recruitment, promotion and salary This, in my view is the essential prerequisite for bringing about some improvement in technical services The problem today is that not only our generalists have no specialisation but even the specialists have gradually become only generalists (with a few notable exceptions) because of loss of contact with their subjects and they are not very good generalists either on account of their narrow experience and departmental bias This also explains the tendency of senior technical officers to devote themselves almost exclusively to administrative problems and their reluctance to attend to technical problems which is their primary responsibility

17 The need for specialisation does not end there In every cadre there are certain key posts which are crucial for the administration It is necessary to identify these posts and to decide the type of experience that would be desirable for the incumbents on these posts Thereafter, the officers who will man these posts may be selected in advance and their placement so devised that they become fully equipped to discharge the higher responsibilities as and when called upon to do so

18 The acceptance of the policies discussed above will have far reaching implications. It would require *inter alia,*—

(1) That a forecast is made of the number of posts likely to be available in a particular year in different specialised categories This forecast should be reviewed every year in the light of changed conditions

(2) The aptitude and potential of each Officer is assessed carefully and reviewed every year to decide his particular specialisation.

(3) The placement policy is reoriented to suit the need for specialisation and the movement of an officer be normally restricted to posts in his particular discipline The deployment of officers for preparing them for performing key jobs will also be an important consideration in postings and transfers.

(4) The training programmes will have to be suitably modified to prepare the Officers for specialised jobs.

19 There are two points mentioned above which require further elaboration. The first relates to the assessment of potential and aptitude of each officer. This responsibility has necessarily to be discharged by Officers immediately superior to the concerned government servant and the only reliable basis for the same is the Annual Confidential Report. It may be argued that the Confidential Report is not a very reliable record because its objectivity is not always assured However, if any worthwhile improvement in cadre management is to be brought about, increasing reliance will have to be placed on this document, and therefore it naturally follows that necessary measures would have to be taken to ensure that this Report receives the careful attention of the reporting and counter-signing officers that it really deserves. The following suggestions deserve consideration for achieving this object:—

(1) All reporting officers must be made to understand that the manner of filling Confidential Reports of their subordinates will be an important consideration in the assessment of their own ability by their superiors. In all C. R. forms a special column must be inserted on the following lines:—

"Judgment of subordinates and capacity to analyse their aptitude and potential".

(2) Each reporting officer must be enjoined to specifically point out in the C.R. the subordinate's aptitude for any particular specialisation.

(3) The countersigning authority must shoulder the full responsibility for the proper preparation of the C R. For this purpose it is necessary that the number of C Rs. being sent to each officer for countersignature must be limited so that he can devote adequate attention to them. A Collector for instance counter-signs the C Rs. of every Patwari in the district which is quite un-necessary. Such examples can be multiplied infinitely.

(4) The counter-signing officer should record his remarks on the reporting officer after he has countersigned the C Rs. sent by the Reporting Officer. He should then be

able to take a view on the quality of the assessment made by the Reporting Officer in respect of his subordinates

20. The second point which merits further discussion is the reorientation of training programmes. It is obvious that once specialisation is accepted in principle, the training will have to be more intensive and specialised In respect of the R A S. for instance, once the allotment of any officer to a particular category i e either developmental or regulatory administration is decided, he should be asked to attend an intensive course and pass a departmental examination For the officers in the first category, the course should mainly cover the following topics:—

(1) Planning

(2) Agriculture (which should include at least a one month course in the Udaipur University and visit to I C.A R, Ludhiana & Pantnagar Universities).

(3) Rural Development

(4) Town Planning and Urban Development

(5) Animal Husbandry

(6) Desert Development (at the Central Arid Zone Research Institute. Jodhpur)

Similarly for those selected for the regulatory administration, there should be an intensive course in Central Administration, Maintenance of Law & Order, Civil and Criminal Law, Revenue Laws and Administration, Municipal and Panchayati Raj administration etc. No officer should earn any grade increments nor should be considered for promotion till he passed the specialised examinations to be conducted by the Harish Chandra Mathur State Institute of Public Administration

21 In case of the technical services, a diploma course run by the University or a post-graduate degree should be preferred For instance, in the Agriculture service, if an officer is selected for specialisation in Soil Conservation, he should be encouraged to do postgraduation in the subject In case this is considered too difficult a one year diploma course can be organised by the University for this purpose A failure to pass the examination will render the Officer liable to the same disabilities as in the case of Officers of the R.A.S.

22 The ultimate objective of Manpower Planning is the optimum utilisation of human resources and, therefore, it is not sufficient only to place the right man on the right job and to equip him suitably for efficient performance of his duties; but it is equally important to create the proper environment for getting the best out of him In this context the promotion policy is of great relevance: Having reduced the horizontal mobility by the emphasis on specialisation, it is equally important to give greater vertical mobility which may provide the motivation for better performance.

23 From the view point of manpower planning, the ideal arrangement is the contract system wherein we specify the qualifications and the experience for a job and take the best man available on a contract for a limited period of time. But in a country with a large number of educated unemployed, the uncertainty attached to the contract system will discourage the best candidates and therefore only a career based system is workable in India. The distinguishing feature of this system is security of service and almost assured promotion upto a certain point so that a fresh entrant to the service may reasonably look forward to reaching a certain status before superannuation. However, this process has been carried too far and a convention seems to have developed that all promotions upto the top are to be given on the basis of seniority alone regardless of merit This has led to the general attitude that, having entered Government service, one need not exert as one would get one's due automatically as and when the seniority justifies the same. The disastrous effect of this attitude on the morale of the services can easily be imagined. Some efforts were made to reward merit by the introduction of the 'merit formula' which did not succeed because of its complicated procedure and its opposition to some of the basic principles of the career system.

24. The career system envisages assured promotion upto a certain point provided the performance is not unsatisfactory. It implies that at least the first promotion should be more or less automatic and selectivity, if any, should be introduced at the next higher stage. The basic flaw of the 'merit formula' is the introduction of merit-cum-seniority even for the promotion to the senor scale from junior scale The proper course is to give the first promotion to all whose performance is satisfactory and introduce a high degree of selectivity at the next higher stage i e. Selection scale. All posts in the Selection Scale should be filled in only on the basis of merit-cum-

seniority even for the promotion to the senior scale from junior seniority and the suitability for promotion in relation to the job to be performed should be the major criterion. This will maintain the security of a career system and yet keep sufficient incentive alive for meritorious performance

25. Another important factor to recognise is that all those who are doing well on their present job are not necessarily equipped for shouldering higher responsibilities It is quite possible that an officer might have reached his maximum and that any further promotion may lead to a deterioration in his performance The selection of officers in the highest rung should be made by a Committee of Senior and experienced administrators objectively without the encumbrances of allotting individual marks It is the overall impression on the basis of the Officers' record which should be the over-riding consideration

26. It is our aim to put the right man on the right job and considerations of seniority should not normally come in the way of appointing the most suitable person In other words, there has to be a great deal of flexibility in determining th status of the posts and these can be upgraded or downgraded to make possible posting of the suitable incumbent It is not infrequent that a very efficient Department is ruined because the top man is due for promotion and cannot be retained on that post The proper course in such cases is to upgrade the status of the post. Similarly, if a sufficiently senior person to man a certain job efficiently is not available, there should be little hesitation in downgrading the post and appointing a junior man to it This is particularly important to enable officers to specialise in certain subjects and to stay in one department for some length of time

27. I have set down above some of the important points which deserve consideration in any programme of reform of personnel administration These are by no means comprehensive and touch upon only those features which are directly or indirectly related to manpower planning I believe that acceptance of some of these suggestions will make the administration more efficient, forward looking and dynamic

Programme

SEPTEMBER 29

SESSION I

10.30 A.M.	Welcome	Shri Ram Singh, Principal.
	Address	Shri Mohan Lal Sukhadia, Chief Minister, Rajasthan.
	Inaugural Address	Shri Y.B. Chavan, Union Home Minister
	Thanks giving	Shri Mathura Das Mathur, State Finance Minister.
12.00 Noon	Coffee Break	

SESSION II

12.30 P.M.	Discussion on Chairman's Agenda items	Shri Mathura Das Mathur, Finance Minister, Rajasthan
1.30 P.M.	Lunch at Institute's Hostel	

SESSION III

3 to 5 P.M.

GROUP MEETINGS

1. Man power planning — Chairman: Shri G. B. K. H[illegible], Chairman, Board of Revenue, Rajasthan.

2. Recruitment	Chairman:	Shri R.D. Mathur, Former Chief Secretary, Rajasthan.
3. Placement	Chairman.	Shri S.L. Khurana, Chairman, R.S.E.B., Rajasthan.
4. Promotion	Chairman:	Shri Z. S. Jhala Chief Secretary, Rajasthan.
5. Performance Appraisal	Chairman:	Shri K.P.U. Menon, Vigilance Commissioner, Rajasthan.
6. Training	Chairman.	Shri B. Mehta Chairman, Mineral Development Corporation, Rajasthan.

SEPTEMBER 30

SESSION IV

9.00 A M — Group Meetings (Same as above)

11.30 A.M. — Coffee Break

SESSION V

11.45 A.M. — Group Meetings (Same as above)

1.30 P.M — Lunch at Institute's Hostel.

SESSION VI

3 to 5 P.M. — Group Meetings (Same as above)

OCTOBER 1, 1969

SESSION VII

8.00 A M — Plenary Session (Presentation of Group Reports) — Chairman. Shri B. Mehta,

9.30 A.M. — Coffee Break

SESSION VIII

10.00 A.M. — Plenary Session (Continues)

11.30 A.M. — Coffee Break

SESSION IX

11 45 A.M — Concluding Session Thanks giving — Principal

1.30 P M- — Lunch at Institute's Hostel

RESOURCE PERSONS

1. Shri B. Mehta,
Chairman,
Mineral Development Corporation, Rajasthan Jaipur.

Shri B. C. Mathur,
Joint Secretary,
Ministry of Home Affairs, Government of India, New Delhi.

3. Shri C. Richard Parkins,
Project Specialist in Public Administration,
H. C. Mathur State Institute of Public Administration,
Jaipur.

4. Shri Edward A. Kieloch,
Programme Representative in Public Administration
The Ford Foundation, New Delhi.

5. Dr. Iqbal Narain,
Head of the Department of Political Science,
Rajasthan University, Jaipur.

6. Shri K N. Bhutani.
Director, Institute of Applied Manpower Planning
New Delhi.

7. Shri K. P. U. Menon,
Vigilance Commissioner, Rajasthan, Jaipur.

8. Shri M K. Chaturvedi,
Deputy Director Training, Ministry of Home Affairs,
Government of India, New Delhi.

9. Shri R D Mathur,
Former Chief Secretary, Rajasthan.

10. Shri Ross Pollock.
Consultant in Public Administration,
Indian Institute of Public Administration
New Delhi.

11. Shri T N. Chaturvedi
Joint Director, National Academy of Administration
Mussoorie

12. Dr. Ziauddin Khan,
Head of the Department of Public Administration,
Rajasthan University, Jaipur.

GOVERNMENT OF RAJASTHAN

APPRAISAL FORM

FOR THE PERIOD........................

Name .. ..

Designation. .. ..

Service........ ....

Date of appointment in Government Service.................... ..

In the present post......... ....

Posts held during the period under review 1. .. ..

with dates 2. .. ..

3. ... ...

Pay .. ..

Grade of Pay.... ... .

Appointment to the present grade ....

Academic qualifications....... ... .

... ...

....

Basic Job Duties—1

2.

3.

4

5

SECTION A

Personality.

PART—A—I

FACTOR	OUTSTANDING	ABOVE AVERAGE	AVERAGE	BELOW AVERAGE
1. *Drive & Leadership* Desire and ability to achieve and get things accomplished Tenacious-not easily discouraged-gives directions and push to the organisation	Inspiring, forceful and tenacious leader. Indefatigable worker and has rare ability to overcome obstacles	Inspires and influences people but some times obstacles put him off	Ability to influence and inspire varies with persons concerned Can do work in normal circumstances.	Has insufficient force to have significant influence. Limited desire to achieve tasks.
2. *Initiative and Creativity* Ability to approach problems with an inquiring mind with vision and imagination. Looks for new ideas, and new tasks and responsibilities	Resourceful and original in giving suggestion and frequently does jobs outside his normal work responsibility.	Occasionally comes up with original thinking and undertakes work of his own.	Performs the given task in the set traditional manner.	Cannot perform without close supervision and guidance.

3 *Judgment.*

Ability to think through complex and different problems—analyses all facts as well as pros and cons before coming to decisions Differentiates between the important and the unimportant.	Thinks quickly & logically and gets at the root of the problem. His conclusions are always expeditious and sound.	Makes good decisions on important and complex matters in time.	Arrives at reasonable conclusions on day to day matters if allowed reasonable time.	Often misses the point and judgment—is undependable.

4. *Capacity to handle People.*

Ability to size-up people, inspire loyalty, get things done, obtain co-operation and develop people under him.	Extra-ordinary ability to understand and deal with men. Devotes sufficient time to developing people	Possess good ability to deal with men. Devotes some time to developing people.	Generally maintains effective relationship with people but not concerned with their development	Incapable of handling and developing men.

5. *Responsiveness.*

Ability to appreciate and accept new ideas and implement them constructively.	Quick to sense the appropriateness of the new ideas and readily and constructively moves to implement them	Often recognises validity of new ideas and usually implements them.	Occasionally response to new ideas but is frequently hesitent to try them	Insensitive to new ideas.